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ABSTRACT

People in many countries are experimenting with solutions to changes in the structure and delivery of career development services. As a result, there is vast opportunity to learn from, and be guided by, exemplary practices from other countries. The International Symposium is designed to provide such opportunities, and to give policymakers and career development professionals the opportunity to come together and discuss issues they both experience. The 1999 Symposium was organized around four themes: (1) preparation for the world of work; (2) the impact on career delivery services of information and communication technologies; (3) connecting career development and public policy with counseling process issues; and (4) the role of values, theory, and research. Proceedings begin with a framework paper developed to provide a context for career development and to help authors of country papers focus on the broad domain of career development. Papers in the next section focus on the themes of career development and public policy, and the impact of information and communication technology. This is followed by papers on career development from: Argentina, Australia, Canada, People's Republic of China, Denmark, Finland, France, Germany, Ireland, Netherlands, New Zealand, Spain, and the United Kingdom. The conclusion contains a synthesis the proceedings, along with a Statement of Intent, which can be summarized as follows: individuals will need to manage their own career development, which needs to be redefined to describe an individual's development in learning and work throughout life. This transformation has many implications for the work world and public policy, much of which is not yet understood. Since the issue of career development is now of global significance, stronger structures and processes are needed at

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the international level. This will require a common language, the development of standards and accountability, and creative ways to fostering partnerships. (JDM)

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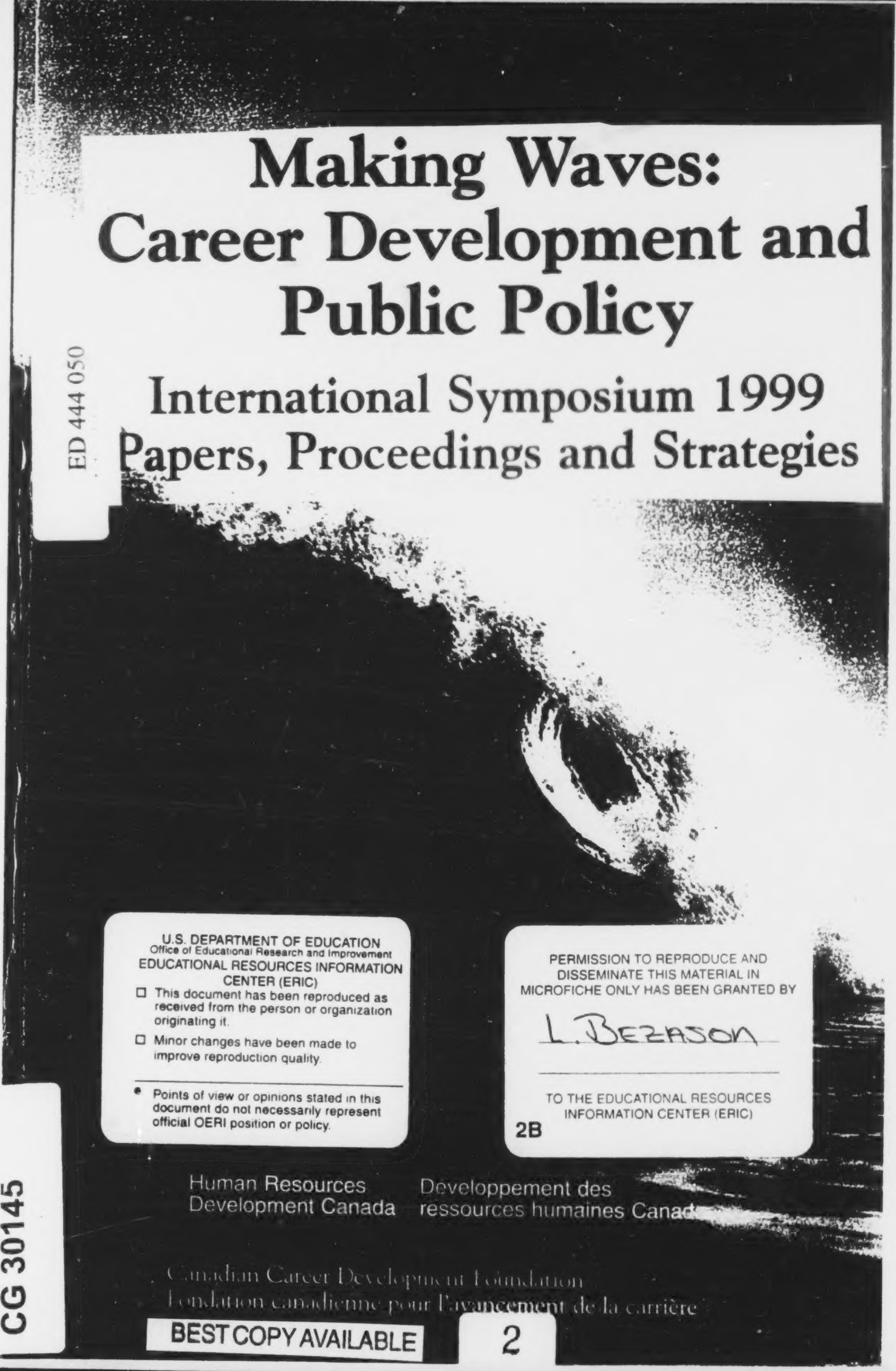
Making Waves: Career Development and Public Policy

International Symposium 1999 Papers, Proceedings and Strategies



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Making Waves:
Career Development and Public Policy

International Symposium 1999
Papers, Proceedings and Strategies

Editors
Bryan Hiebert, University of Calgary
Lynne Bezanson, Canadian Career Development Foundation

Human Resources Development Canada

Canadian Career Development Foundation

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WELCOME TO CANADA

It was a great honour for the Canadian Career Development Foundation (CCDF) to host the first International Symposium on Career Development and Public Policy. A reception was held before the Symposium began to welcome participants, to meet, greet and make friends, and to enjoy the spirit of an international career development community. Such an event called for an innovative greeting, one compatible with the uniqueness of the event itself. And so the opening was a story — of kings and queens and princes and royal courts. It is of course an allegory, as all the royals and their courts represent the several players who had lead roles creating the vision for the Symposium and its evolution. It also is, somewhat tongue in cheek and with much affection, a commentary on the roles of "doers" and "advisers" and the lead players in this revolution!

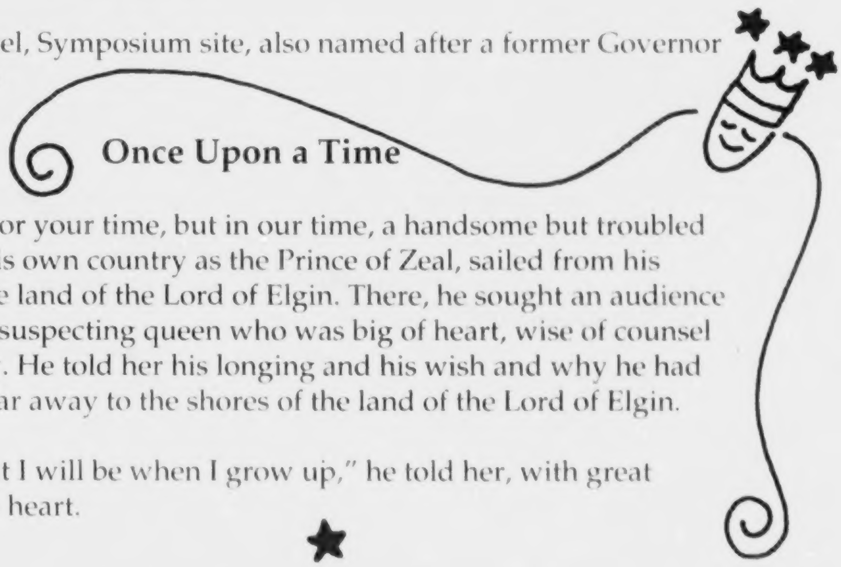
All names have been changed to provide anonymity but are perfectly obvious with a modest lexicon as follows:

Steering Committee members and countries:

New ***ZEAL***and	Lester Oakes
United Kingdom (***UK***)	Tony Watts
Canada, Province of Al***BERTA***	Bryan Hie***BERT***
IAEVG	Stu ***CONG***er
C.C.D.F.	Lynne Bezanson, Susan Kowal and staff (all women!)

Human Resources Development Canada, Office at Phase IV, Place du ***PORTAGE***, supporters and funders

LORD ELGIN Hotel, Symposium site, also named after a former Governor General of Canada



Once Upon a Time

... not in my time or your time, but in our time, a handsome but troubled prince known in his own country as the Prince of Zeal, sailed from his faraway land to the land of the Lord of Elgin. There, he sought an audience with a kind but unsuspecting queen who was big of heart, wise of counsel and little of money. He told her his longing and his wish and why he had travelled from so far away to the shores of the land of the Lord of Elgin.

"I want to ask what I will be when I grow up," he told her, with great sadness and heavy heart.

> Being a prince is, after all, just that, being a prince. It's all so sure, so predictable — there is not room for my question. If only I could bring together from all over the world really important people, people who could shake up the occupational structure of "princes." People who are important enough to make policy...

"Maybe," and here he became excited indeed. "Maybe there are princes in other countries who do things other than princing. Maybe a team of researchers could find this out. "And then," and here his voice became very soft indeed, "I would need people to help me convince my mother that the world of a prince is narrow indeed. For this I would need very good counsellors."

And then he sighed: "But they never really do talk to each other do they...but if they did, if they did, then maybe, just maybe I would get to ask my question."

Queen CC was sympathetic and wanted to help but what could she do? She was, after all, a queen who was big of heart, wise of counsel and little of money. She had a very queenly court, a small but vital and vibrant court of queens and queens in waiting — all big of heart, wise of counsel, great of energy and little of money, but much too small to bring together, on their own, all the wisdom the prince needed to ask his question.

"But you would not be alone," assured the Prince of Zeal. "I have royal comrades in other realms. They will help bring together the wisdom if you will give me your hearts and your counsel." What could the unsuspecting Queen CC do but give him her heart and her counsel, and the hearts and counsels of the small but vital court of queens in waiting.

The Prince of Zeal was true to his word. He sailed to royal comrades in other realms. He sailed first to a United Kingdom where he sought an audience with the King of UK (pronounce "youk"). "Hmm," pondered the king.

> What an interesting question! Indeed, I also have wondered what I might be if I were not a king, but I am simply so good at being a king that other possibilities pale in comparison. However, the question intrigues and I shall give it the benefit of my considerable body of thought. I shall contribute ideas and a plan. I could, I suppose, [and he mused for a moment] assign my full and considerable royal court of fellows to the task of gathering together all the wisdom. But no, not in the land of the Lord of Elgin. I am sure Queen CC and her queenly court can work magic...

And off he went to think and to contemplate the several sides of the intriguing question.

"Magic!" cried Queen CC when told of the result of the kingly encounter. "Big of heart and wise of counsel does not make us great of magic!" And the unsuspecting queen began to realize that the time for unsuspecting had passed. And so, she set out to the source of magic. She voyaged to the Kingdom of Merlin and sought counsel from the Wizard of Cong. The Wizard of Cong always had, and dispensed, magical counsel and clear and crisp advice. "Have you forgotten my first rule of magic already?" he implored. "I will repeat it to you one more time. Heed it well... *What you cannot first get from mother, you get from father."*

And so Queen CC and her small but vital court of queens in waiting voyaged across the great river, through the vast and ominous moats protecting the fortress and finally arrived at the fourth Kingdom of the Palais Portage. What a warm and welcoming place it was once inside its protective walls. Here they met knights, and ladies and lords who were very sympathetic to the Prince of Zeal's question. Indeed, they spent many days and nights pondering his question for themselves and many many others. They thought how exciting it would be to bring the wisdom together and make talk where talk had not happened before. Ah, they were big of heart and big of ideas but they were also big of magic and that meant they were also kind and generous, albeit careful with the ingredient to make magic happen. The Wizard of Cong had been right. And so it was agreed, with great excitement, that the wisdom would be brought together in the land of the Lord of Elgin, in the spring of the year, when the moon was very close to full!

When the Prince of Zeal, the King of UK and the Wizard of Cong heard this, they were both pleased and worried. They knew deep inside that the land of the Lord of Elgin was a most unroyal place. It had lost its adoration of kings and princes a long time ago (although it still loved queens and queenly courts who were big of heart and little of money). It was perhaps a good place to come to understand what people who are not actually kings or princes actually do. At the same time, they would surely need a guide for this was a more common and much less royal place than they had known.

And so they sought a commoner — and what could be more common in the land of the Lord of Elgin that Bert from the Mountain Kingdom of Berta. They had heard that in the mountains, the common folk would greet each other with phrases like "nice day eh" or "cold day eh." What could possibly be more common? So Bert agreed that if the wisdom the Prince of Zeal needed could be brought together, he could get them to talk where they had never talked before, (eh?), and if he could do this, then King UK could use his considerable thought to put the ideas together. If King UK could do this, then perhaps the question still burning in the heart of the Prince of Zeal: "What will I be when I grow up?" could dare to be asked. And the Wizard of Cong, all knew, would be ever vigilant with magical and crisp advice.

And so it was that they all felt proud of what they had done and they returned to their kingdoms. The Prince of Zeal waited to be called to come with his question. The King of UK continued to contemplate what others might say and to give this his considerable thought. The Wizard of Cong continued to dispense magical crisp advice, whenever sought, and often when not sought — but magical and crisp nonetheless — and Bert just kept working on getting people to talk about the prince's question eh!

Meanwhile, Queen CC and her queenly court were busy indeed. They continued to do the things that the kings and princes were trying to figure out. You see, they already knew what people did when they were not being kings or princes! They called on many others who had big hearts and little money and together they began to sing: "I can do a little of this, and I can do a little of that." And the magic grew and grew. They continued to seek sanctuary at the Palais Portage. The song grew to a chorus of many big hearts, great laughter and a belief that the Prince of Zeal must be helped to find his own way.

And so the wisdom came together in the land of the Lord of Elgin. The Prince of Zeal's question would be asked. Bert would help them talk. King UK would gather the wisdom together, and the Wizard of Cong would await the results with more magical and crisp advice.

And Queen CC and the queenly court learned once again to always believe in magic, always be big of heart and always believe Mae West who once said: "I've been rich and I've been poor. Rich is better!" And the unsuspecting Queen CC learned that the next time the Prince of Zeal voyages to the land of the Lord of Elgin with another question...well, what she learned will be the stuff of the next story!

Lynne Bezanson
Executive Director, CCDF and Queen CC

1. INTRODUCTION

A new and fundamentally different age was already with us long before we entered the new millennium. One of the evident fundamental shifts was from our traditional notion of job and work to a new social contract, yet to be fully defined and understood.

There remains considerable uncertainty and apprehension about the implications of this new social contract. Governments are struggling to prepare a competitive work force for economic stability within global free trade markets. Most industrialized countries are in the throes of massive restructuring. Their social programs and policies, including those related to education and employment services, are now fundamentally different from what we had known and come to expect. Attitudes about the appropriate roles for governments, the responsibilities of citizens for themselves and each other, the roles of the private sector, entitlement and abundance are also undergoing dramatic change.

- What are the implications for the growing career development sector?

- What is the evolving role of professionals in this field?

- What is their role in helping individuals and communities?

- What professional preparation is needed to be proactive and relevant?

- Who are its stakeholders?

- Where and what does it influence?

- How can it be recognized as vital to national and global economies?

Many agree that policy related to the structure and delivery of career development services must undergo radical change in order to lead us successfully into this new era. A number of countries are responding by:

- redefining work within the global labour market;
- recasting the role of career professionals, programs and services;
- restructuring the delivery system for career services;
- exploring quality criteria to evaluate programs and services;
- studying the interrelationship between social, economic and employment policy;
- building bridges between community development and career development; and

- seeking creative ways to help individuals of all ages to navigate the new economy.

The challenges are not country or culture specific. Many people in many countries are experimenting with solutions to common themes and, as a result, there is presently an opportunity to learn from, and be guided by, exemplary practices. There is also an opportunity to build strategies from an international perspective. The International Symposium on Career Development and Public Policy was designed to provide such opportunities.

The idea to create such an opportunity and bring together a small, influential, international group with concern and vision for the future of career development was initiated during a New Zealand–Canada visit in 1997. The idea was received enthusiastically by colleagues in the United Kingdom and Australia. Collectively, they agreed to form an organizing committee, and Canada agreed to seek financial support to co-ordinate a think-tank which would endeavour to achieve the following:

- Identify, compare and analyze public policy issues.
- Articulate best (and worst) practices that have both national and international relevance.
- Elaborate the connection between career development and social, economic and labour market policies.
- Draft an international vision for action which:
    - identifies a core set of objectives to forge a broader mainstream vision for the career development sector;
    - elaborates a set of foundation principles for implementing/ advancing national action plans;
    - includes key principles underpinning public policy development and the infrastructure to support implementation; and
    - elaborates a set of policies that will provide a framework for the advancement of the provision of guidance/career services.
- Articulate clear outcome statements and strategies with action steps for national attention.
- Establish an active communications network among international partners to sustain dialogue and remain current with progress and results.

The Co-ordinating Committee felt that the term "symposium" more accurately reflected the nature of a session designed to meet the above goals, and the title agreed to was International Symposium on Career Development and Public Policy: International Collaboration for National Action. Human Resources Development Canada agreed to fund the organization of the Symposium. The Canadian Career Development Foundation (CCDF) agreed to manage and co-ordinate the Symposium. The Government of New Zealand also provided a financial contribution as did the Canada Career Consortium, the Canadian Career Development Foundation, ISM Careerware, National Life/Work Centre and WorkInfoNET. Ottawa, the capital of Canada, was selected as the host city for the meeting. All participants were funded independently for their own travel and accommodation. English and French were the languages for the Symposium.

Structure of the Symposium

The Symposium was held over three full days (including evening sessions), from May 2-4, 1999. It was suggested that country teams be restricted to a maximum of four people and attempt to have an equal mix of policy makers and career development professionals. Those who attended were to be in positions to influence the achievement of one or more of the objectives for the meeting. Individuals, therefore, likely would be in positions of professional leadership or policy formation in key sectors, with responsibility for career development services. All participating countries completed a national focus paper highlighting the best practices and main issues in their country. Authors of the country papers were asked, where possible, to address the following aspects of career development:

- the context;
- underlying principles;
- key policies;
- infrastructure (including legislation in place and needed, organization, development of tools and materials, training, and research); and
- to identify critical current questions needing to be addressed.

Country papers were distributed to all participants in advance so people could come to the meeting prepared for an action agenda.

The Symposium was organized around four themes:

- preparation for the world of work;
- impact on career delivery services of information and communication technologies;
- connecting career development and public policy with counselling process issues; and
- role of values, theory and research.

Internationally acknowledged experts prepared papers in each theme area. The first two days of the Symposium were spent in a combination of short presentations, large group discussions and focus group discussions aimed at tackling prevailing themes and critical issues raised in the country and theme papers. The third day was devoted to planning joint action and identifying steps for implementation.

This volume provides a detailed look at the process and outcomes of the Symposium. It begins with a framework paper that was developed to provide a context for career development and help the authors of country papers focus on the broad domain of career development, rather than a more restrictive perspective. Participants were encouraged to view the term "career" in a very broad way to indicate the lifelong process of managing learning and work. Also, the term "research" was to be interpreted broadly to include unpublished reports, surveys, program development, program evaluation, government publications and discussion papers, as well as formal research studies.

By all reports, the Symposium was an overwhelming success. For many, it was the first time that policy makers and career development professionals had discussed together issues that they both experienced. As a result, professionals obtained a greater appreciation of policy issues and the way policy makers think. In turn, policy makers became more aware of the issues faced by practitioners and the type of policy that could facilitate the professional community meeting the policy makers' goals. In several countries, the Symposium was the catalyst for new initiatives, and many of the action steps outlined in the final chapters of this volume already have been accomplished. The Co-ordinating Committee and participants alike were in agreement that an important start had been made and that we were on the road to international collaboration for national action.

Bryan Hiebert, Editor

2. A FRAMEWORK DOCUMENT

This paper is intended to:

- set a context for career development services — their importance and where they are typically delivered;
- present a definition of career development so there is a common vocabulary to consider and respond to (there is no assumption that this is "the" definition); and
- provide an orientation to the public policy focus which will be central at the Symposium in May.

Career Development Services — Why and Where

Massive changes in the labour market — the structure of opportunity, globalization and the very nature of employment — are leaving our working lives in a state of permanent flux. Staying with a single employer is now the exception; several careers in different fields are rapidly becoming the new norm. Moving back and forth between education and work is expected, and periods of unemployment are commonplace. These shifts — which have occurred within the last decade — represent enormous changes in the relationships between individuals and organizations, and in the nature of paid work. These changes alter significantly the role career development services needs to play for the average citizen.

In the past, people usually needed assistance with their career only at major decision points, such as leaving school, graduating from post-secondary institutions or changing jobs. Now, career change is constant, and the demands for services have changed. Secondary school students increasingly need (and parents expect) services which motivate them to complete school and make sound decisions regarding post-secondary training and education. Openness to lifelong learning, increased personal responsibility, flexibility and adaptability, although important at every stage of a career, are now essential attributes for graduates and entry-level workers. Career education, once considered optional, now is seen as belonging squarely in the mainstream of academic curriculum.

At the same time, increasing numbers of workers need periodic assistance over their working lives in order to make informed decisions about their place in the labour market, and to acquire the employability skills needed to become/remain successful. As a result, there is unprecedented demand for career development services to assist in managing change effectively and economically.

Career development services are being delivered in many sectors. Typically:

- **Career education** is delivered in schools and post-secondary institutions. Students are helped to understand what motivates them, what they value and how they want to contribute to society. They acquire knowledge about the labour market; skills to make sound choices about education, training and working options; and career planning tools needed to begin to pursue a career direction.

- **Career counselling** is available from community agencies and private practitioners. It helps individuals clarify their aims and aspirations, make informed decisions, manage career transitions, cope with unplanned career changes (including sudden unemployment) and be self-directed in managing their employability.

- **Employment services** are typically available from government-funded agencies and outplacement organizations. These services help individuals to understand and access job opportunities, make sound decisions about "upskilling" and retraining, and learn skills they need in looking for and maintaining jobs.

Many sectors are active in addressing the career development needs of citizens. It is crucial to recognize also that citizens do not all have an equal advantage, and opportunities are not evenly distributed. Career development services need to provide remedial and crisis assistance to overcome personal, educational and societal barriers. They have an important role to play in helping people faced with disadvantages to access the labour market and succeed in it. While some may have career/working lives that may proceed smoothly without unwanted disruption, most do not. Career development is a major aspect of human development. A common frame of reference will help to normalize career development and position it in the mainstream of services — it really is "everybody's business."

Career Development Services — A Definition

What Do We Mean by "Career Development?"

The understanding of career development is fraught with misconceptions, among them:

- Expert advice is available from professionals who can accurately predict where jobs will be in the future and can help individuals make perfect choices.

- A battery of tests will lead to the selection of a perfect occupation.

- Career development is remedial help needed only by people who have problems, are underemployed or unemployed.

These misconceptions highlight the importance of understanding career development and establishing a common language and terminology.

Career development is, as the word suggests, a "developmental" learning process that evolves throughout our lives. The subject matter of career development learning includes at least three major areas.

- **Self-awareness/preparation** helps us clarify personal values, strengths, potential and aspirations. The skills acquired in this phase are used throughout our lives. As youth, we learn skills to study, organize, plan, manage time and set goals. In adulthood, we apply them in our relationships with others and to balance work and other life roles.

- **Opportunity awareness** relates to the world of work (paid and unpaid) where we must make our choices. Youth need to understand issues and trends that affect education/training and employment opportunities, to learn respect for work of all kinds and to learn about the full range of opportunities available to them and how to access them. Throughout our working lives, we use these skills to locate, evaluate and interpret career information, to analyze and recognize opportunities, and to explore (and succeed in) education and work.

- In **decision and transition learning**, youth build their capacity to transfer skills taught in school subjects to further learning and employment. They use action plans to accomplish learning goals, and they develop skills to cope with the unexpected. As adults, we continue to need skills in career planning and decision making, seeking and maintaining jobs, making career transitions, managing unexpected change, and participating in lifelong learning (Watts, 1994).

Career development is the process of managing learning and work over the lifespan. In managing learning and work well, individuals are able to make productive choices and move toward building their desired futures.

At points of service delivery, career development traditionally addresses the welfare of individuals and is fully compatible with the above definition. However, the massive changes in labour markets referred to earlier and the constant fluctuations of work needs in organizations have enormous impact on the viability of communities, whether urban, rural or remote.

While this has always been so in degrees, there is increasing thought being given to the interrelationships between career development and community development.

In career development, efforts focus on meeting the changing social and economic needs of individuals and groups. It is argued that investing in these services is also a public and private good, both in social and economic terms.

In community development, the effort is on people working together to meet the changing social and economic needs of the community. Once again, investing in these services is a public and private good, both in social and economic terms.

Career development assists in developing human potential and a strong human resource base; community development assists in ensuring that optimum use is made of its human resources. Both are crucially needed to sustain productive and humane communities. Some countries may be relatively advanced in bridging individual and community development; others are only beginning. It does appear, however, to be a trend not only of considerable importance and potential but also one with strong policy implications.

Career Development and Public Policy: Some Background Notes

Most career development services are funded by governments, whether directly or indirectly. In providing support, the main objectives of governments tend to be:

- Economic efficiency in the allocation and use of human resources so the labour market operates productively and competitively. This also links the educational system and the labour market so government investment in education yields economic benefits.

- Social equity in access to educational and work opportunities. This includes innovative strategies to support equal access to opportunities for all citizens.

Note that different political philosophies attach more or less relative weight to the importance of economic efficiency and social equity.

In this sense, career development can be viewed, from a policy perspective, as a kind of "broker" between individual and societal needs. It is a means of encouraging individuals to participate in determining their role within and their contribution to society. This emphasis on the "active individual" provides a third rationale for policy interest in career development — which helps to explain why countries with market economies have tended to pay more attention to this field than countries with planned economies.

A fourth rationale may be the community/career development connection with an emphasis on "active individuals" developing community choices, capacity and sustainability. Career development professionals tend to argue that their primary client must be the individual, rather than employers, government or community. It has been argued that career development services can only be accountable for direct results for individuals, and not for results for indirect beneficiaries. Community development accountability structures may encourage a broadening of this view and serve to integrate economic and social outcomes.

The generally held view is that career development is not so much a direct instrument of public policy, but more a "lubricant" of such policies. Accordingly, career services would be responsible for ensuring that individual choices are well informed in terms of the opportunity structure, but not responsible for developing the opportunity structure itself. The assumption is that if individuals are helped to make choices which are in their own best interests, this will ultimately serve the public interest too. It is, in principle, a classic case of Adam Smith's famous dictum: individuals encouraged to pursue their own interests are led by an "invisible hand" to promote an end which is not part of their intention — the public interest — and to do so more effectively than if they had intended to promote it.

An alternate view is that when people within communities are helped to organize in the public interest, they engage in useful endeavours resulting in outcomes which are both in their own and the community interest. According to this alternate view, career development becomes a more direct instrument of public policy.

As noted earlier, most career services are funded to some extent by governments. The funding may be direct to agencies or programs, or indirect, such as funding to educational institutions that choose to give some priority to the provision of career services. Whether direct or indirect, the government may seek to influence the nature of services provided. Such influence can be exerted in a variety of ways, including developing formal policy guidelines, mandating policies, building collaborative initiatives and creating principled visions that command imagination and effort.

The balance between these functions may vary in relation to different sectors:

- **Education.** The role may be confined to influence through guidelines and some level of regulation.

- **Employers.** Tends to be voluntary and the role may be limited to influence and collaborative initiatives.

- **Direct purchase of services.** Requires decision on the levels of funding and on what services will be funded or left to the free market. Most likely role will include relatively strong mandated policies.

- **Community development.** Most likely role to be guidelines, principled visions and collaborative initiatives.

There may be other functions evident in other countries that present different policy implications. The symposium provides a rich opportunity to examine the functions and their underlying political philosophies. Earlier, it was suggested that effective career development assists individuals to make productive choices and to move toward building their desired futures. It is hoped that the symposium will guide the career development profession toward these same outcomes — to make productive choices for the field and to build policies to support desired national and international futures.

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3. PREPARATION FOR THE WORLD OF WORK

Edwin L. Herr, The Pennsylvania State University

The availability of work in different nations and how children, youth and adults are prepared for the world of work is a fundamental concern in many countries. Knowledge about the structure and availability of work, and the ways people prepare for it, are important issues for both career specialists and policy makers.

Work, Employability and Employment

One complication in talking about preparation for work is that work itself is frequently treated in the professional literature as if the word "work" has a single meaning. This is limited and inaccurate. Work is a complex concept. For example, research on the meaning of work to individuals is done in economic, psychological and sociological contexts. Such studies have demonstrated variability across nations in the centrality of work to individuals, the organization of work and the management or supervision of workers (England, 1990; Super and Sverko, 1995). Also at issue is the content of work. Jobs differ in the amounts and types of psychomotor, interpersonal, general reasoning, academic, and technical or occupation-specific skills required to perform them. The skill profiles define job performance, and they differ across the occupational structure within a nation and, sometimes, across nations. Task analyses of job content are key planning components when developing programs to prepare people for work.

A further complication in preparing for work is that jobs, occupations and careers occur in contexts. When a job is chosen, one also chooses colleagues, role expectations, social status, leisure time availability, continuing education or training requirements, and whether such learning is continuous or episodic, whether the employer or the employee is responsible for such learning, whether one's use of time is rigidly prescribed or discretionary, and the "work culture," (i.e., the beliefs and traditions surrounding the work group and the work tasks).

To include all these facets in the preparation for work may not be likely, but recognition that work and the preparation for it require more than specific performance skills is increasingly important. For example, since the late 1960s, federal legislation in the United States has shifted its metaphors from developing a competent person to developing personal competence (Herr, 1974). It has been found in a variety of training situations, that focussing individual preparation on skills training alone is inadequate unless such training also focusses on improved self-confidence, valuing what one is being trained to do, possessing general employability skills (e.g., punctuality, honesty, reliability, etc.), learning job search skills and clarifying a sense of purpose in work.

These ideas have enlarged the meaning of the term "employability." In general usage, employability refers to the composite set of traits and skills that permits an individual to meet the demands of the workplace. Employability is the end result of preparation for work. It is the learned capacity of an individual to function in a particular work context. It involves both specific and general employability skills. Specific employability skills relate to the work tasks performed in a particular job. General employability skills encompass the affective mediators that relate to personal willingness to learn new tasks, accept new roles and perform in a co-operative and productive manner. They involve basic academic skills, work habits and attitudes, interpersonal skills, the ability to accept supervision and follow work rules, understanding the work culture, engaging in career planning, job search and access, the ability to use exploratory resources and self-knowledge of strengths and weaknesses. The amount and type of specific or general employability skills included in the preparation for work will differ across jobs and occupations, and will depend on whether the programs are pre-employment or on-the-job training.

Before going further, it is useful to compare employability and employment. These are not the same. Employability is the intended outcome of preparation for work. It signifies that an individual has the *potential* to perform in the workplace. However, because the person is employable does not mean he or she will be employed. Employment means the person has secured a job and is working in a paid capacity for a specified number of hours per week. Employment depends on the availability of jobs. If jobs are not available or if available jobs require different preparation, people may have employability skills, but be unemployed. This is the condition in many parts of the world today as occupational structures and work organizations experience the changes accompanying political and economic transformations.

Influences on Employability and Employment

The immediate stimulus to considering the importance of preparation for work is the growth of a global economy, free trade zones and the pervasive application of technology that drive the economic interdependence of nations. Within this context, there are a large number of trends affecting preparation for the world of work. These include:

- globalization of the work force, a growing global labour surplus and cross-national mobility;
- organizational restructuring in the workplace, producing decreased proportions of permanent employees and increased productivity-cost ratios;

- outsourcing, to specialized firms, of functions that historically were included as permanent parts of a corporate structure and the rise of a contingent work force around the world (i.e., temporary employees whose skills are purchased for limited times and do not have institutional identity or health and pension benefits);
- the pervasive effects of advanced technology on national manufacturing, distribution and financial structures;
- rising importance of the knowledge worker requiring literacy, numeracy, communications and computer literacy skills as prerequisites for employability;
- growing concern in several nations about "career-relevant" schooling and seamless transitions from school to employment;
- concerns in some nations about overeducated work forces and the simultaneous shortages of blue-collar and technician workers; and
- changing demographic trends related to new entrants to the work force, primarily women, persons of colour and immigrants.

Each trend is occurring in different forms in different countries, and they affect the content emphases in the preparation for work for many occupations. But the issue is complicated by the fact that some nations are experiencing continuing high levels of unemployment, and they despair of being able to create sufficient jobs to meet the needs of growing populations. At the beginning of 1994, about 30 percent of the world's labour force of 820 million people were unemployed or underemployed (International Labor Organization, 1994). The European Commission (1998) indicated that in 1997 the number of unemployed persons in Europe came to about 18 million, representing 10.7 percent of the civilian labour force with over 12 percent in Italy and Finland and almost 20 percent in Spain.

In some nations, changes in the occupational structure are a function of transformations in political and economic systems, for example in Hungary (Ritook, 1993) and other Eastern European nations, in South Africa (Mathabe and Temane, 1993) and the former Soviet Union (Skorikov and Vondracek, 1993). In some of these nations, the recent introduction of western technology and management techniques has introduced new job opportunities, while increasing unemployment and creating increased disparities between the rich and poor.

In other nations, there is a rapid leapfrogging from an agriculturally based economy to flourishing industrial sectors as more developed nations move manufacturing facilities offshore to find less expensive labour and proximity to raw materials while maintaining sophisticated design and distribution procedures in their own nations. There is a dramatic effect on the occupational structure of both the nations that move their operations and the nations that receive them, in terms of the specific jobs available and the skills needed to do the work. Such cross-national shifts affect how the preparation of workers takes place.

Scholars in Europe and other regions of the world have spoken of the issues and challenges related to new concepts of career. Arnold and Jackson (1997: 428-429) argue that changes in the way work is organized result in new concepts of a career that are qualitatively different from previous notions. Several factors affect how the new notion of career is conceived. In many nations

> ...the changes taking place in the structure of employment opportunities mean a widening diversity of career patterns and experiences...more and different sorts of career transition will be taking place. One consequence may be that in the future more men will experience the kind of fragmented careers that many women have experienced...more people will be working for small and medium-sized employers, and there will be more people who are self-employed...they highlight the need for lifelong learning and an appropriate strategy for career guidance to support people especially during career transitions.

The nations that shed jobs and move into new corporate environments are often the seedbed for what Hall and associates (1996: 33, 35) call protean careers. According to Hall et al.

> ...people's careers increasingly will become a succession of "ministages" (or short cycle learning stages) of exploration-trial-mastery-exit, as they move in and out of various product areas, technologies, functions, organizations, and other work environments...this protean form of career involves horizontal growth, expanding one's range of competencies and ways of connecting to work and other people, as opposed to the more traditional vertical growth of success (upward mobility). In the protean form of growth, the goal is learning, psychological success and expansion of the identity. In the more traditional form, the goal was advancement, success and esteem in the eyes of others, and power.

Such conceptions add to the issues that planners for the preparation of work need to consider.

The Preparation for Work

Given the macroeconomic changes occurring in the global economy, the management of its human resources, particularly the preparation of its work force may be the most critical issue for any nation. Nations are increasingly engaged in economic competition, not military competition, in which the employability and flexibility of the work force is the primary national asset.

Work force development in any nation involves several processes that ideally are complementary, interactive and can be seen as a continuum. Both formal and informal processes influence the perspectives of prospective workers about the accessibility, worthiness, prestige and appropriateness of different classes of work preparation or of types of work itself. Formal refers to the effects of schools and universities, transition services and employers; informal refers to the effects ascribed to parents, mass media and other processes. Informal influences on the preparation of workers filter socio-economic, caste and class perspectives on who should do what work or enter particular forms of preparation. Formal mechanisms are centred in the schools, colleges and universities, in transition services and in the recruitment, induction and training mechanisms used by employers. Transition services bridge these two forms of work force preparation. National approaches to the preparation of workers, to the provision of transition mechanisms and to the formal involvement of employers in work force preparation varies. Embedded in such differences are assumptions about the purposes of education and its relationship to work force preparation, how such purposes differ for specific sub-populations (e.g., college-bound versus employment bound, male versus female, persons with disabilities) and the degree of centralized mandates for certain types of education, as reflected in government policies, legislation and resource commitments.

International Approaches to the Preparation of Workers

The context so far in this paper suggests that the task of preparing workers is no longer simple or confined to specific knowledge boundaries. As nations search for the skills students or adult workers need to be effective in the emerging occupational structure of their nation, they are faced with a range of confounding questions:

- Is it viable to dichotomize curriculum and instruction into academic and vocational? Do these forms of learning need to be integrated so all persons being prepared for work have the basic academic skills that underlie "knowledge work" as well as specific technical skills related to the needs of the occupational structure?

- How does one prepare students and adults for the new career, and for personal career management in uncertain and unstable work environments?

- For what do you prepare workers in environments where there are insufficient jobs to meet the demands of employees? Do you prepare them to become part of the global labour surplus? For emigration? For cross-national mobility? For government-funded social schemes? For activities and not institutionalized jobs?

- How do you differentiate the roles of schools, colleges and universities, employer-supported occupational training consortiums, and apprenticeships and other work-based learning opportunities? In providing skills and experiences for the preparation of workers, who should be permitted to take what types of work preparation and how are they admitted?

- What types of support services do students or adults need as they consider the selection of particular programs of work preparation?

- What entity or authority should define the skill standards to be achieved in the preparation of workers and how should progress in the preparation for work be assessed?

- What roles do employers have in the preparation of workers?

These are not the only questions that need to be asked nor are they necessarily the right questions. However, suffice it to say that there are differences in answers to these questions based on national philosophies and perspectives on the preparation of workers. Sometimes, these differences are clearly articulated in government policy. Sometimes, they arise from ambiguity and confusion about who should prepare workers and how.

Schools

A dominant issue around the world has to do with national views on the role schooling plays in the preparation of workers. Basic to these views is the reality that skills learned in school and on the job are complementary, and have become the pivotal resource in establishing a nation's competitive edge (Carnevale and Gainer, 1989). Within the education reform movements and national development plans of many nations, there are attempts to make schooling more career relevant. This has involved the infusion of academic subject matter with career development examples and concepts to give learning greater connection to the adult workplace. Many jurisdictions have created decision-making courses and included experiences such as creating individual career development plans. They have introduced required courses on the principles of technology to help students envision the effects of advanced technology in workplaces and have established career resource centres and computerized occupational and information systems in schools. Other initiatives include expanding contacts between schools and the larger community, instituting work study, work shadowing, work experience schemes, enlarging apprenticeship opportunity and providing placement offices and youth information centers directly in schools (Herr and Cramer, 1996).

Observers examining the educational systems of Europe have contrasted them with those of the United States.

> Work as an integral part of life and well being is central to the education provided in these [European] countries. The philosophy is reflected in the curriculum and the pedagogy of the school and of the workplace. Hence, career guidance is begun at an early age. Structured pathways to education and employment are multiple, both divergent and convergent. There is much adding to and subtracting from these approaches as needs and interests dictate (Council of Chief State School Officers, 1991: 6).

One major difference between American approaches to preparing young people for work and those of most European nations is the comprehensive and systematic attention of European nations to the collective responsibility of the population, and of the combined private and public sectors, to prepare youth for employment. This collective responsibility is both in the national interest and a service to youth, as they prepare to assume their economic and social responsibilities.

Aring (1993) has compared the German vocational education system with that of the United States. As she indicates, all education is considered inherently vocational in Germany, and many of the stereotypes and dichotomies inherent in American education are not present in Germany. Since 70 percent of German youth, aged 16 to 19, enter the dual apprenticeship system, it is a formidable aspect of preparation for technical productivity. It is clearly one element of a career ladder for employment-bound individuals who often progress to further technical education after completing the dual apprenticeship system. By one estimate (Marshall and Tucker, 1992), one third of German university-trained engineers came through Germany's apprenticeship system and then attended university, a path that would be virtually impossible for most U.S. engineers. For Aring (1993: 399), there are several salient features of the German vocational education system, including the following:

- The system is called *dual* because students learn in two interconnected settings, the workplace and the school, by means of an interrelated curriculum.

- Because students in the dual system have to meet very high standards of education and skills, educators and employers are willing to give them far more responsibility at a much earlier age than their counterparts in the United States.

- Education and training at the job site are not job specific or entirely company specific. Instead, the emphasis is on socialization and on broad, industry-wide training, so the young person will have maximum job opportunities and mobility within the companies that make up the industry.

- Education and training paths are structured so virtually all young people can pursue further education, enter an occupation with a good future, or change industries and retrain.

Although it is possible to identify national differences in how schools have been instrumental in the preparation of workers, common issues are emerging. Several observations make the point.

Germany and many other European nations have relied heavily on apprenticeships and improved technical training as a way of connecting school-based learning and the requirements of the work place. Apprenticeships have provided an immediate opportunity for students to apply what they are learning in school to what they are learning in the work place. Such an approach has allowed Germany to excel in manufacturing and other technical occupations and to prepare a work force with superior skills in these areas. However, there are emerging signs of discomfort with the degree to which apprenticeships are the most appropriate form of training in economies dominated by information and service occupations (*The Economist*, 1993). There also are concerns about personal traits related to work roles, especially for the large number of unemployed persons. In one view, "the real problem lies not in a lack of job-specific skills but in a surplus of social pathologies — too many people with too little self-discipline, self-respect, and basic education to fit easily into any workplace" (*The Economist*, 1993: 20).

There are growing attempts in some nations to organize the preparation of workers around several broad emphases:

- basic academic skills as fundamental requirements to be able to learn increasingly theoretical and technical occupational skills;
- the integration rather than the dichotomization of academic and vocational skills;
- multiple opportunities to engage in different intensities of work-based learning, e.g., apprenticeships, co-operative education, work–study, technical preparation; and
- the ability to acquire the attitudes and behaviours essential to work adjustment and to managing one's career.

In some cases, these interacting and necessary elements of the preparation of workers have altered traditional views of the content of vocational education. In the United States and some other nations, vocational education traditionally focussed on occupation-specific performance skills. Increasingly, such models are considered too narrow, too limited and too prone to early obsolescence. As a result, more comprehensive models have emerged intended to broaden the interrelationships and pathways within vocational education, and between it and other educational experiences.

For example, Lumby and Ping (1998) reported that a major debate in the People's Republic of China and in the United Kingdom centres on the proper preparation for work, particularly as it relates to the skills needed to become an independent learner and learning how to learn. This broadening of the vocational education curriculum from specific occupational skills to a larger range of employability skills is consistent with the decision of the World Bank (King, 1993) to withdraw funding in developing countries from vocationally specific education and redeploy it on education and training that is less likely to become quickly obsolete and more likely to prepare employees with a broader range of skills related to acquiring a wage or becoming self-employed.

In addition to focussing on changes in vocational education and training, it is also possible to consider how to make all schooling more career relevant (Herr, 1995). One model of the school's role in preparing students for work is provided by the U.S. Secretary of Labor's Commission on Achieving Necessary Skills. Its report, *What Work Requires of Schools* (1991), commonly known as the SCANS report, contends that schools should provide five categories of competencies, or workplace know-how, and a three-part foundation of skills and personal qualities. The five competencies include the ability to:

- identify, organize, plan and allocate resources such as time, money, materials and facilities;
- work with others;
- acquire and use information;
- understand complex interrelationships; and
- work with a variety of technologies.

These five competencies rest on the foundation of "what schools must teach": basic skills, higher order skills and the application of selected personal qualities. The SCANS report declares that the five competencies involve a complex interplay with the three elements of the foundation. Together, they are seen as spanning the chasm between school and the workplace.

Transition Services

A further illustration of national differences in the preparation of workers is found in transition services. These perspectives are summarized effectively by the Educational Testing Service (1990: 22):

> ...most developed countries have highly structured institutional arrangements to help young people make this transition [school to work]; it is not a matter left to chance. Germany does it through the apprenticeship system, combining classroom work and on the job instruction. In Japan the schools themselves select students for referrals to employers, under agreement with employers. In other countries, there is either a strong employment counselling and job placement function within the school system or this function is carried out for the student by a labor authority of some type, working with the schools.

Another example is the sustained role of careers officers housed in the school systems of the United Kingdom, and some other nations, whose responsibilities are to help students bridge the gap between school and employment. In Britain, government policy requires each secondary student to have records of achievement (ROAs) and individual action plans (IAPs). Students and their teachers or counsellors draw up these documents listing achievements as a basis for future planning, and facilitating self-awareness and awareness of potential career alternatives. These activities are incorporated into the government's Technical and Vocational Initiative and extension policy that provides cash-value incentives to school leavers to "buy" vocational training. They are contingent on individual action planning, using a national record of achievement which includes a personal record, an action plan, an assessment record and certificates of national vocational qualifications which acknowledge skills at four performance levels (Law, 1993).

Employers

A final example of national differences in the preparation of workers is the role played by employers. The question arises as to whether employers actually continue the preparation of workers from where schools leave off. One dimension of this pertains to the degree to which employers are involved in job training. For example, in a report to the U.S. Congress (Hilton, 1991), the U.S. Office of Technology Assessment concluded that only a few U.S. firms use training as part of a successful competitive strategy, in contrast to firms in Germany and Japan. Indeed, it has been shown that many U.S. firms fail to pick up where schools leave off. Younger workers ages 16 to 24 receive a disproportionately small share of employer training. Estimates suggest, for example, that German firms invest more than twice as much each year in worker training than their U.S. counterparts and nearly 17 times as much in training per apprentice. Part of the difference in training investment between the United States and Germany has to do with the degree to which German firms pool the costs and the benefits of worker training. In Germany, such pooling is commonplace, as a matter of federal policy and as a matter of negotiation between German firms and labour unions. This is true, in both large and small firms. Typically, the latter are not involved in such training in the United States.

In Germany, industry associations are also involved in delivering training. As technology advances, apprenticeship has evolved away from "learning by doing" to more theoretical training. Large firms have training centres where apprentices spend much of their time with instructors, especially during the first two years. Smaller firms, which rely more heavily on apprentices for daily production, send their trainees for a few weeks at a time to area training centres, administered and partially financed by their local Chamber of Commerce and industry, or Chamber of Artisans. The German federal government encourages such centres, by contributing about half of their costs. Training advisers oversee apprenticeships and advise firms on strategies for further training.

It must be noted that a variety of nations are pursuing training systems to help ensure international competitiveness and raise living standards. For example:

> [S]kill intensive Singapore obliges big companies to set up training systems, then measures their success. The French, in response to Germany's ability to produce skilled workers, have made a sustained attempt to improve their vocational education. In its most recent budget, the British government unveiled a scheme for reintroducing apprenticeships…other British spokespersons on the economy are advocating creation of a "university for industry," which would link workers and trainers electronically in a sort of permanent technology seminar (*The Economist*, 1993: 20).

Policy Issues

This examination of influences, purposes and mechanisms related to the preparation for work suggests several policy issues. They include:

- To what degree should the preparation for work be centralized in national policy that governs pre-employment training and on-the-job training or decentralized to local government units or individual providers of education and training?

- How should a nation's policies reflect three major questions related to work force competencies:
    - In *structural terms*, who will deliver what competencies, when and how?
    - In *conceptual terms*, what is the content to be included and reinforced in pre-employment preparatory programs and on-the-job training?
    - In *economic terms*, who will pay the bill?

- How should a nation's policies reflect differences in the preparation for work as it pertains to school students, university students, young adults in work and part-time education, mid-career changers, unemployed and underemployed persons, those at the point of pre-retirement and pensioners?

- How should a nation's policies incorporate career guidance and related career services as integral to the preparation for work? How should the training of counsellors be organized to equip them to support the preparation of workers?

- How should national policies reinforce employer involvement in:
    - pre-employment preparation for work and transition mechanisms, as well as on-the-job training;
    - the sharing of information on specific training needs and changing competencies required of workers; and
    - the provision of financial support for regional training centres to augment school-based activity?

- How should government policy support the use of multiple media by which to present information on a changing occupational structure and on opportunities for the preparation for work?

- Should government policies reflect specific requirements designed to ensure that every school leaver receives placement into a job or into a transition process at the end of compulsory school attendance? If so, by what means?

- Should a comprehensive national training policy be forged that is designed to avoid structural mismatches in employability and employment? Should such a policy co-ordinate the delivery of training across public and private sectors, formal education and in-firm settings, pre-employment and on-the-job training?

- How can national policies identify mechanisms to diagnose training problems and assist in their remediation?

- Should national policies be committed to developing information systems, using the Internet or other mechanisms, that inform educators of changing skill and employability requirements? Should systems be developed for individuals seeking work that contain sufficiently fine-tuned information about needs and opportunities that they permit individual planning to be as effective as it might be?

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4. THE IMPACT ON CAREER DELIVERY SERVICES OF INFORMATION AND COMMUNICATIONS TECHNOLOGY

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Imagine for a moment, the following scenario.

> It is 2020. A giant bubble of plasma from the surface of the sun produces a magnetic storm that hits the earth and, running along power lines, knocks out electricity power stations all over the northern hemisphere, without injuring most human beings who, at the time, are indoors, in bed, with the lights out. After a week, power is generally restored, but it is discovered that by some odd accident, the surge of power has irrevocably damaged all computer equipment in the affected area, making it unusable. A terrible cry goes up from everyone: "Whatever shall we do about career delivery services without computers?"

This is a ridiculous story, of course, for two reasons. First, there are many vital and essential uses of information and communications technology (ICT) and supporting "career delivery services" is not one of these. Second, in 2020, there will still be people around who remember what we used to do before the computer came on the scene. We used to talk to people, find out what questions they wanted answered, agree with them on what their needs were and then try to meet those needs by advising or counselling them. We would draw on our own stocks of information and experience, or those of our colleagues, refer them to others who could help them if we could not, or even point them to some useful books or leaflets that might contain answers to their questions. We also arranged for them to undertake work experience, or get specific education or skill training to help them reach their goal. Sometimes, we would even arrange an interview for them with an employer, having first helped them write a résumé and draw up a persuasive letter of application. In short, we functioned quite well without a computer. What has changed?

The Current Situation

One obvious change has been the level of demand for careers guidance to be delivered by computers. In 1997, Behrens and Altman (1998) did a survey of approximately 630 career counsellors, 650 recruiters and 180 students, mainly in the mid-west United States. The survey showed that in that part of the world, the career centre was "wired." Internet access for students was available in 86 percent of centres, and 93 percent of respondents indicated their career centre hosted at least five of the following services:

- a career guidance system;
- computerized job bank;
- résumé writing program;
- résumé-job matching program;
- on-campus interview scheduling program;
- video/distance interviewing program; or
- direct Internet access for students.

In addition, one third of the respondents added that they had received "other" Internet-based services, including Web registration, career development workshops on the Web, real-time Web interviewing, and a Web-based alumni networking data base. Although these services are still not typical, the survey report suggested increasing speeds of Internet access could make such on-line services the norm instead of the exception. Obviously, such high tech centres would be badly hit by the solar flare in 2020! One remembers, ironically, that the Internet was originally invented, in part, to prevent a whole military network being knocked out by an enemy nuclear strike.

The Behrens and Altman (1998) survey demonstrated that the demand for ICT services is there. The professionals among the survey's respondents believed their clients and customers wanted access to ICT and expected career centres to be technologically capable of delivering that type of service. Many added that their administrators were mandating the increasing use of technology in the career centre. Moreover, two thirds of the recruiters surveyed said they used corporate Web sites to source candidates, while more than half used at least three of the following: company Web site, résumé scanning, interview scheduling systems, video/distance interviewing or a Job Trak program. Others used e-mail to broadcast news of vacancies to listservs or had computerized data bases of applicants. Three out of four recruiters preferred career centres offering state-of-the-art placement and job matching technology. The vast majority thought college career centres should try to keep up with the technological advances of the business world.

What of the students? Behrens and Altman (1998) found that 80 percent would rather gain information from a computer than from a book or a person, 85 percent would rather use a computer program to help them develop a résumé, and 70 percent thought computers could help them find jobs much faster than would traditional job search methods. But when a job search doesn't work out, 75 percent would rather discuss that frustration in a face-to-face counselling session than via a video hook-up, and 90 percent would rather get personal feedback from a career counsellor than from a computer when practising interview techniques.

It is obvious that not all guidance seekers, even in the United States, are as well provided for as those described by Behrens and Altman. However, demand is growing, and expectations will drive the pace of change in all countries. Commercial and industrial investment drives change as well. Much of the development on the use of ICT in careers guidance is driven, not by a defined need, but by a perspective that says "because it's there and we can do it, we should do it." On top of that, there is the need to stay current, to retain professional credibility with clients and so on. In western industrialized countries, such demands are fuelled by continuing media hype and by the figures for increasing Internet access which seem to show that if you're not on-line you're not part of anything important. There also is a spirit of competition: if the careers service next door offers guidance with more technological panache than you, won't you be perceived as one of the also-rans and no longer "leading edge?" This is particularly acute in a country such as the United Kingdom where careers service companies are potential competitors with each other.

The impact on less affluent areas of the world remains to be seen. The situation in careers guidance merely echoes the widening gap between rich and poor in all aspects of life. If we believe in the importance of tackling social exclusion, perhaps we should be seeking active and interventionist ways of ensuring our uses of, and access to, technology do not further undermine community and solidarity.

Implications of the Changing Context

In one sense the technology itself offers us a way forward. A principal impact on guidance has been the increased range over which any guidance service or resource can be delivered via the Internet. Potentially, any careers adviser or counsellor worldwide can be consulted via this medium. Thus, geographical isolation or lack of transport ceases to be an insuperable obstacle as long as there is a community centre or a neighbourhood cyber café with access to the Net. Specialist services that would have meant a long and expensive journey to consult in the past, can now be made as accessible as the books on your living room shelf, and support from others with similar problems can be had over great distances. Many countries in Europe now have public vacancy data bases on the Web sites of their ministries of employment or labour, and some have set up associated discussion forums for job seekers to exchange information. There are many self-help therapy groups, too, that offer a model for what might be possible in career counselling. ICT can include as well as exclude.

In fact, the most recent impact of ICT for careers work has been on delivering guidance at a distance — even via e-mail, perhaps the least glamorous of the ICT options. It is now commonplace to set up links among students from institutions in different countries, but one could also bring in occupational specialists from afar, deliver group guidance using facilitators and participants from different countries, and set up international role plays. Because of the asynchronicity of this medium, contacts across time zones are made possible as well.

In short, we have a vastly increased range of experience and conversations available in guidance, and the barriers of place and time are significantly reduced. Tait (1999) adds that this includes all the places where it is possible, as a learner or client, to work in the guidance and counselling process. This could be the home, library, community centre or careers or counselling centre. He argues that we should re-examine the assertion that people can only be adequately helped with deeply personal aspects of career decision making by face-to-face counselling. Tait describes the assertion from traditional careers guidance practice as vulnerable to notions of the value to the client of the familiar one-to-one interview. Tait distinguishes between two categories of ICT: those involving interaction between individuals and groups at a distance, and those delivering sources of information and virtual experience. Distance itself, as he points out, is a metaphor, the meaning of which needs to be discussed. Clients may be working at a distance in the literal sense. In a metaphorical sense, distance may also be diminished by the new technologies. This discussion is not an entirely new one, but continues themes from telephone counselling and support for learners by radio, television or via the mail. In some ways, modern career delivery services have to learn to work more like the United Kingdom's Open University and other advocates of "remote" learning and teaching, where new technologies are an extension of principles of good practice, honed over the years in older forms, and combining local support with increased specialist input.

Tait's second category raises particular concerns for many practitioners. The delivery of guidance resources, or virtual experience, at a distance raises the question: Can all resources be safely left to the client's understanding and control or do some need direct intervention by a counsellor or guidance specialist? Research seems to show that computer-assisted guidance is used most effectively in a supported situation, integrated with other guidance activities and structures (e.g., Hunt, 1994). The concern affects the use of free-standing computers in public areas, such as libraries or community centres, to increase public access to information and guidance sources, but it applies even more to resources delivered over the World Wide Web.

It depends, of course, on what is being delivered. A test of intelligence or ability administered in this way would raise serious doubts about standardized administration, and the reliability of the results, without some special measures being taken, but this is an extreme case. Typically, it is information about courses or occupations, labour market information, employers and vacancies that is made available through ICT. Sometimes,

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the information is augmented with general advice about decision making, preparation for a job search, handling selection interviews and writing a résumé. So far, there seems no reason to object. Most of this material already exists in books, pamphlets and magazines, against which few objections are raised. The grey area is probably in the field of (self-) assessment. Interest and personality inventories, learning style and skills questionnaires are all on the World Wide Web. The possibility of misinterpretation and unreliable or invalid results clearly exists for a variety of reasons, including cultural differences in norm groups, non-standard administration and inappropriateness of the instrument for the person using it.

This is one place where career delivery services have to adjust to a new context. The arguments for supporting such tools are strong, but they don't address the fact that, ultimately, it is impossible to control what is presented on the Web, how it is used and in what situations. For example, in the United Kingdom, several computer-based careers information systems are available for in-home users or via Web-based versions. Recent conversations with suppliers suggest this is a growing trend. Many guidance seekers, not to speak of middle-class parents, will no longer need to wait to be invited to an interview with a careers counsellor. They will have the means to address many of their needs themselves "at the kitchen table."

Reactions to ICT in Career Guidance

There are several practical responses to this development. First, the notion of "support" for guidance and career decision making via ICT can be seen as a continuum, with a range of increasingly supported or autonomous situations. The support can take many forms. As Offer and Sampson (in press) point out:

> [Y]ou can support information in a variety of ways: a computer-assisted careers guidance system (CACG) that stands alone in a careers library is supported thereby much more than one that stands alone in a youth club, shopping centre, or bus station! If some thought has been taken to ensure that the occupational or interest categories used in the CACG system are the same as, or echoed in, those used in the paper-based resources of the library, and this fact is pointed out by the system or by a notice nearby, this is an even more supported situation. If, in addition, the people who use the system have already taken part in a careers education or group guidance programme, then support has increased yet another level. Finally, if there is a self-diagnostic menu system front-ending the use of the CACG and an option to call up a telephone or videoconferencing link with a careers adviser while using the CACG in case of difficulties, then support may be complete without any "personal" contact with an adviser.

Second, there are strong attempts from several sources to set quality standards for delivery of guidance (including information, assessment or counselling) via ICT. Examples include the Canadian Labor Force Development Board (1998), the Association of Computer-Based Systems of Career Information (ACSCI, 1992) and the National Career Development Association (NCDA, 1997) in the United States. In the United Kingdom, a working party of the National Advisory Council for Careers Education and Guidance came to the conclusion that ICT-based guidance needed no additional criteria for quality control other than those for guidance in general. Indeed, the party added additional measures for deciding whether these criteria had been met. On the other hand, it was argued that guidance via the Internet should be covered by an additional set of standards for *guidance at a distance generally*, rather than standards specific to the use of ICT. In other words, ICT may raise the issue, but it is a professional guidance problem, not a technological one, which includes situations that can be brought about without using a computer at all. In any case, quality standards must not only be set, but made public in a way that enables the consumer to use them to judge the quality of what they are offered. Providers of guidance services, and suppliers of ICT resources, must be able to check that their services and products will pass the test. There is a need for regular review and monitoring, and the publishing of results, in the same way consumer organizations campaign to raise standards in the provision of goods and services in general.

Third, the word "consumer" indicates a longer term approach consistent with careers education. Even the best quality material can give rise to misuse or misunderstanding in an unmediated situation. Users must be educated in its use. One aim of such education should be to have critical users of ICT and guidance, who are capable of scrutinizing information on a Web site for its validity and reliability, look for signs of bias and corroborating evidence from other sources before relying entirely on output from one assessment measure. Such qualities are not only valuable in a career decision-making context, they represent a broader set of skills relevant to citizenship in a mature democracy. They do, however, require a commitment to traditional democratic and liberal values in education generally.

Nevertheless, some advisers still see the unsupported use of computer-assisted guidance and the Internet as a threat. As Watts (1996) pointed out, computers in guidance have the potential for moving guidance away from professional control. He also (Watts, 1993) questioned whether such concerns reflect staff self-protection in a time of declining resources or a genuine desire to protect individuals from the misuse of systems. There is the residual fear around "will it cost me my job?" This is not, of course, entirely unfounded. Behrens and Altman (1998) found a correlation between the level of sophistication of a career centre's Web site and drop-in student activity at the centre. They also found that traditional lower level jobs in career centres are being lost as technology takes over the more basic administrative tasks of the centre.

Behrens and Altman continue by saying that those in upper level positions believe technology could take over as much as 50 percent of their current job responsibilities. At the same time, technology is seen as increasing the work load of people-oriented counsellors striving to keep up to date with the latest computer developments. There is no reason why careers guidance should be exempt from the effects of the flexible labour market experienced by clients. But, would we really want to be advised by people who were actually more worried about their job than ours? Perhaps another quality standard needs to be written here.

Such reactions may have deeper roots. Guidance and counselling experts may fear losing control over their expertise to the expert system. The construct human versus mechanical is a powerful emotional dichotomy that surfaces rapidly in discussions of computer-assisted guidance. There is a less intense reaction to books, videos or audio tapes, which are clearly seen as less threatening to the professional's own position. These are merely information resources. While computer programs restrict themselves to information management and retrieval, they are not a threat. They do not offer a substitute for the counsellor's expertise.

This is not just a psychological issue. Governments and their officers are sometimes attracted to computers as a cheaper way of delivering guidance when compared to using trained specialists. Counsellors are aware of this and eager to defend their territory. The situation is actually much more complex. Since the arrival of the Internet, the computer can actually enhance the reach of careers counsellors by videoconferencing, e-mail, chat rooms and similar communicative facilities. The machine can support and extend the human. Such contact also can enable human counselling to reach people who would otherwise have avoided using guidance services at all. In fact, as Sampson et al. (1997) point out, contact by e-mail or videoconference can be a preliminary to face-to-face contact — a preparatory stage of the process, rather than a substitute for it. Instead of detracting from the value of guidance, it renders guidance more flexible and responsive to individual needs.

On the other hand, there are some things the computer may actually be better at than its human counterpart (e.g., storing and retrieving data, scoring a test result without error, ignoring irrelevant characteristics of the human user when giving feedback), provided it has been properly programmed in the first instance.

Yet, even the apparently simple process of information storage and retrieval conceals some subtleties. Do we really understand how "data" becomes "information" in the mind of a user? Boreham and Arthur (1993) pointed out that the personal knowledge base of the decision maker is important in determining whether information would be used. Data, in other words, has to enter into a relationship with what is already in the mind and heart of the user, to become information. It has to make a difference, and the person has to see it as relating to what is already known, as extending, defining or modifying it further. Meaning is constructed in the process, not in the software itself. The software can only try to anticipate the construct systems of human beings. That is not something the present generation of computer-assisted guidance programs, on or off the World Wide Web, does very well. However, at the same time, we should ask ourselves how often the average careers adviser manages the "meaning-making" process either! It is not a basic skill for most careers advisers or counsellors.

Ultimately, the simple human–machine contrast is not very helpful as a guide to policy. Computers can reduce some kinds of inquiry at careers centres, but may increase others, as with people who realize, after some initial computer exploration, that their question is more complex than they thought and they refer themselves for human help. What is really needed is a way of sorting out which cases are, and which aren't, appropriately helped by computer-based interventions and which require a certain level of human support.

At the Center for the Development of Technology in Counselling and Career Development, (Sampson and Reardon, 1998) the protocol is for clients to engage in a brief diagnostic conversation with a guidance counsellor before any use of the Computer Assisted Guidance System (CAGS). There is follow-up during or after the session by the counsellor who acts as a supervisor and resource person for any client working with CAGS. The readiness of the client to use a particular CAGS may be assessed by a psychometric diagnosis, for example, Career Thoughts Inventory or CTI (Sampson et al., 1996), where the counsellor judges whether the client's needs are appropriate for immediate use of CAGS. The CTI helps to determine whether users of guidance are decided, undecided (could make up their minds if given some help but have no essential problems) or indecisive (need full "case-managed services"). Not everyone will be happy with the idea of counsellor as expert conducting a triage with clients, but if we think of it as contracting with the guidance user about what services and resources may be useful, it becomes simply good manners. It helps us avoid thrusting unwanted services on customers and gives attention to those who need it. This may also help fulfil the state's requirement to be economical and efficient, directing resources to where they are most needed.

Such a model sits well with the traditional walk-in careers centre, but on the World Wide Web the wealth of resources is infinite, and there is seldom a counsellor at hand to contract with a user. The diagnostic conversation, itself, becomes an unsupported tool. Sampson's model suggests the need to assess readiness and the degree of complexity in a client's objective situation. To this vertical dimension, we need to add a horizontal one: Where is the client in the guidance and decision-making process? What steps has the client taken and what resource or Web site can sustain the next phase of the cycle? Regardless of one's model of decision making, it is important to assess a client's progress through the decision-making process. This would permit the development of a matrix where the possible way stations in the decision-making process were the columns of the matrix and the rows were the levels of service or of readiness for use of ICT. Each cell of that matrix represents a particular state of need that we may decide is worth providing resources to meet, whether human, print-based or electronic (Offer, 1995). This could be a tool for quality control (Have we got all the cells covered, and with what, and why?) or for staff development and training (What would you draw on to meet such a need, and what diagnosis links with what resources?). However, the ultimate utility would be as a representation, in schematic terms, of a contract between a guidance practitioner and a guidance seeker. (What do you want help with? Is that the same as what you need? How can we address the issues in the time available? What resources are best suited to the task?)

Conclusions and Implications for Practitioner Training

This brings us back to "guidance at a distance." It has been suggested that it is the impact of the World Wide Web that has begun to sharpen our thinking about menus and "front-ends" and home pages, and other mediating devices between users and data. Even supposing the user is ready and knows what he or she is looking for, the data resources on the Internet are different from those on an orderly free-standing data base. The initial experience of the Internet is often expressed as serendipity or, more negatively, trial and error. Now guidance, it is suggested, is justified precisely because it helps reduce trial and error. That is our ultimate raison d'être in so far as we enable people to get where they want to go without the loss of time and energy that could be more creatively deployed to other ends.

It may be exciting to walk into a vast store of books, knowing the one you want and cannot get elsewhere is certainly there. Days later, when the fact that the library doesn't have a catalogue has dawned on you and you realize most books are stored by rough and haphazard association, the excitement wears off, and the sheer difficulty of continuing to hunt for what you need may deter you from continuing your search. You know all that stands between you and your goal is trial and error, and trial and error, and trial and error. Anyone who has started to use a search engine by typing in "careers" and then been confronted with several thousand possible hits, knows what this feels like.

The Internet is not just a new tool. It is also a more recent outbreak of an older problem we thought we had licked—making the incoherent, coherent, and reducing trial and error. At different rates, guidance services and related organizations are responding to this, with gateway sites, carrying links to researched and validated resource sites. Signposts are being set up, groups of guidance users with similar needs are grouping to share information among themselves, and menu systems and diagnostic exercises are being developed to help the user determine, at the start, which way is most likely to lead to their goal. This is a natural human process of bringing order out of the wilderness. It is a natural task of career delivery services, too.

The ordering systems, however, are built on the assumption that guidance counsellors themselves know where they are going, when they step out of the spaceship into cyberspace. The U.K. guidance council's working party on quality standards in the use of ICT in careers guidance decided that, of all the proposed criteria for quality, one was paramount: Did the staff, when you asked, seem to know the systems they were using and were they able to answer your questions about these systems? Everything else seemed to flow from that question.

Should careers counsellors of the future (or perhaps even the present) be able to prepare their own Web pages, evaluate Web sites, subscribe to, participate in and sign off careers guidance-related listservs or mail bases, use computer-assisted guidance programs of all types to aid clients and be able to use search engines? A similar list was recently proposed by the ACES Technology Network (Hohensil, 1998) as a requirement for students completing a counsellor education program. Many of my counsellor educator colleagues would faint at the idea. But, not so long ago, perhaps as little as 10 years ago, just switching on the computer was a daring act for some of them. Careers advisers did not come into the job to interact with machines, though they had never troubled themselves about the telephone, and some learned to program a video recorder and use an overhead projector to support their presentations.

Over and above the basic technical skills, there is a need to acquire the new competencies associated with doing familiar things in an unfamiliar way. A careers adviser knows how to conduct an individual guidance interview. But, can he or she do it over a videoconference link? It is not so different. It is the range of the performance criteria that has changed. Using e-mail to deliver guidance services is more demanding because speech and gesture used to create rapport don't necessarily translate into writing skills.

According to Poulos (1997), today's on-line professionals may suddenly find themselves in a situation where the written word is evidence of the quality of one's professional expertise and finesse. The qualities looked for in face-to-face and telephone communication — voice tonality, pitch and timbre — no longer apply with e-mail and on-line conferencing.

When one adds the possibility of group guidance delivered this way, we are into very new worlds. How do you facilitate a group on-line, in asynchronous mode, where several threads of discussion are going on at once, and responses to any statement may take 24 hours to appear? Yet it is worth training to do it, because to support guidance at a distance may require this. If we want to be where the decisions are made, then sitting in a careers centre waiting for someone to turn up and ask a question, isn't going to be very efficient. Again and again, the old issues come back to us in a new guise: What we always referred to as "outreach" (approaching communities and individuals who would not by themselves access careers guidance) is not actually a new way of doing things when it is done in cyberspace.

The second strand of this training requirement for guidance counsellors is, paradoxically, the need to improve their genuinely *human* guidance skills. The machine has challenged us to define our competence in this area. There is no point in trying to do what a machine can do better, but what exactly is it, that is uniquely human about what *we* do, and how well do we do it? As I said previously (Offer, 1993), to say that clients want "personal contact" is not enough. Why do they want personal contact and what does it contribute to the outcomes of guidance that a computer could not give them? Now, I might add, we should also realize we can use the technology to give "personal contact" to more people over much greater distances, at the times and places where they want it.

Thus, there is both a promise and a threat, and we need well-educated counsellors to deal with either. The machine is not actually immune from criticism. While a computer program may present a slicker interface in more attractive packaging, it is arguable that computer-assisted guidance has not advanced dramatically in the last decade in terms of its content (Offer, 1992). Systems developers have put most of their efforts into developing Windows-based versions of their programs. This has sometimes been at the expense of a more sophisticated approach to assessment. Watts (1996) comments that in comparing the computer to the counsellor, the computer at least can deliver assured, consistent standards. This is, of course, true, with the emphasis on "can." Often, what is on computers today — labelled as self-assessment — does not present evidence of its validity or reliability, and ignores such issues as measurement error. Many users, and professionals, too, still treat such systems like "speak your weight" machines. Sampson (1992) has commented that when he's asked system developers why professional manuals do not typically contain the full range of validity and reliability data that exist for some systems, developers respond that practitioners rarely request this type of data. Many systems, and Web sites, too, simply ignore the issues of reliability and validity altogether. As one of my colleagues at the National Institute for Careers Education and Counselling said to me, it almost seems as if we should

> advise people to use more than one system as this would give them the opportunity to compare and contrast results.... This issue would be less important if the computer systems were presented as more experiential in outlook (as many of the self-help books and materials are), but to me they seem to be increasingly driven to offer scores and the big risk is that these are overvalued and are seen to be the main reason for using the system.

These are the kinds of questions practitioners should be equipped, through training, to think about.

They also need to think about the question posed at the beginning of this paper: What really would we lose if we could not use ICT? In itself, this may seem to be a reactionary question. Yet, it is important to stay critical and open to all possibilities. Nothing should be taken for granted — at least not yet. There is no automatic upward direction to technological development. Nor is ICT a blind force. People shape their history, though not in the circumstances of their own choosing, said Marx. People by their intelligent, critical use can shape the development of ICT. If guidance professionals are not among them, then the magnetic storm of 2020 may seem, when viewed from here, like a way of preserving their position in society. It would, however, be a sad end to a number of promising careers.

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5. CONNECTING CAREER DEVELOPMENT AND PUBLIC POLICY WITH COUNSELLING PROCESS ISSUES

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The development of effective public policy regarding career counselling requires a close connection with counselling process issues. The two domains must go hand in hand. The focus of this paper is on three aspects of counselling process, which have major implications for policy: problem definition, the dignity of the person, and the importance of imagination, creativity and flexibility.

Problem Definition

Consider the following situation. A person is standing under a streetlight looking for missing car keys. A passer-by asks if the person is sure the keys were lost under that streetlight. The person replies: "No, but the light is better here."

Sometimes, defining career problems is a bit like looking for lost keys. We search in areas where we feel comfortable and have some expertise, that is, where the light is already on. We are less comfortable moving into areas of darkness. Perhaps we need to revise the metaphor to allow ourselves more freedom. A more portable source, such as a flashlight, might serve us better than a fixed streetlight. Perhaps the starting point should be where we think we lost the keys rather than where the light is located. Also, there are other factors, such as using systematic search methods and support from others. Metaphors have a way of capturing information in a form that lends itself to creative problem solving.

An international project in which I was involved illustrates how the above metaphor can be used to examine a problem. A large number of coal miners were suddenly unemployed. They had lived their lives with government assurances of job security. Suddenly, they were left with few economic prospects and minimal education. As government officials came to terms with this situation, they became aware of the need for some kind of career counselling assistance for the miners. Program planners focussed their efforts on the development of a job information bank, computer assessment programs and testing — all familiar activities (under the streetlight) reflecting the expertise of the planners. No one took time to talk to the miners. It would have made sense to direct more initial efforts toward understanding the life stories of the miners and to work with them in developing appropriate intervention strategies. The situation is not uncommon, and while not a lot of harm is being done through this type of approach, I am not sure the real problems are being addressed. We often retreat from difficult situations to "comfort zones" that reflect what we have to offer, rather than opening ourselves up to complex problems reflecting client needs. Part of the difficulty is often a desire to "do something" before we have fully understood the problem.

Let me turn to the Canadian context now and explore how employment problems have been defined. Human Resources Development Canada describes four areas in which clients typically need assistance (Schulz, 1996). The first — career exploration and decision making — is where clients address issues related to self- and occupational understanding, and career decision making. The second — occupational or generic skill development — concerns client skill level, and the typical intervention involves some form of training or educational program. The third — employability dimension — focusses on job search techniques. The assumption here is that clients may have clear occupational goals and the necessary skills, but they still may require some specific information and training in job search strategies. The fourth—employability dimension, job maintenance—focusses on the skills clients need to maintain employment and function smoothly in the existing job market.

The employability dimensions have helped counsellors define counselling needs, but there are three further questions that need to be posed. The first concerns the degree of overlap within the employability dimensions. In an ideal world, people might proceed in a straightforward fashion through the employability dimensions. Life, however, is more complex, and there are many times when clients may need to address more than one dimension at the same time. I have observed many employment counsellors who use this system with considerable flexibility. It is not uncommon to see clients working on more than one dimension at the same time or to see movement back and forth from one dimension to another as clients proceed through the counselling process.

The second question addresses the comprehensiveness of the four employability dimensions. They certainly address some major career issues, but there is a need for an addition that addresses personal issues. For example, personal issues, such as drug or alcohol addiction or day care problems, can limit a client's ability to proceed with the usual career intervention activities. These personal problems need to have some place within the career definition framework. *Starting Points* (Westwood et al., 1994) is a needs assessment program that attempts to address some of these issues. The program is based on the notion of taking a trip, and the employability dimensions are described as roadblocks and stopovers that one might encounter along the way. The program has been revised to build in an additional roadblock and stopover that takes account of personal readiness (Borgen and Amundson, 1996). Conceptualizing the employability dimensions in this fashion is consistent with the observations by Herr (1997) about the need to extend traditional career counselling boundaries to include personal issues.

The third question concerns who has the power to define the counselling issues. In some instances, there is considerable disparity between what counsellors and clients perceive to be the issue. For example, some clients want support for a particular training program, when there is little justification for their choice. Through *Starting Points*, we have found it helpful to begin with client perceptions, then move on to building self-esteem and to gathering information. With this foundation in place, goals can change, and there is a greater likelihood of client and counsellor unanimity (Borgen, in press).

A final challenge concerns defining career counselling problems at a time when futurists such as Rifkin (1995) and Bridges (1994) are questioning the nature and availability of jobs. To illustrate, I am working with a colleague on a research project based in Newfoundland involving people in the fishing industry. In this context, many people are facing the stark reality of more than just the loss of a job; it is also the loss of a way of life. For most older workers, employment prospects are very limited. How do career development and policy initiatives fit within this challenging context? Perhaps it is time to move beyond the narrow confines of a job and consider broader issues such as self-worth and the need to make meaning in one's life. With this expanded definition of the problem, the scope of relevant interventions shifts considerably from traditional career counselling practice.

The importance of attaining the client perspective when defining problems has been a prevailing theme in this section. This orientation is consistent with a client-centred view of helping. Next, I address the client-centred focus more directly and examine both client needs and the nature of counselling roles.

Affirming the Dignity of the Person

The significance of clients in employment counselling is affirmed in policy by departments such as Human Resources Development Canada. A client-centred approach (Schulz, 1996) is the foundation of employment counselling, thus affirming the dignity of the person. However, many counselling policies undermine the principle of client affirmation, and incorporating this principle into counselling practice can be challenging. For example, many counsellors find themselves working in small spaces and in open areas with room dividers separating offices. It is difficult to respect client confidentiality in such a context. In other instances, policies deny or limit service seemingly with the hope that clients will find work without assistance. While some limitations are understandable, there are instances where policies seem arbitrary.

In some respects, affirming the dignity of unemployed people runs counter to a general societal view of personal responsibility for all our life circumstances. Many people, including policy makers, have not accepted the changing nature of the labour market and the fact that unemployment is an unavoidable part of life for many people. There continues to be a tendency to equate unemployment with laziness or lack of ability. The vulnerability of people going through a period of unemployment has been well documented (Borgen and Amundson, 1987; Donohue and Patton, 1998). Being unemployed affects basic human needs such as the need for community, the need for meaning in life, the need for structure, and the need for emotional and financial security. While the impact of unemployment varies according to personal and contextual variables, there is little doubt about the ongoing need for affirmation.

Affirmation can come from many different sources — from family and friends, from others in a similar situation (an employment support group) or from an employment counsellor. Also, people seek affirmation in many ways, and the challenge is often to find the best ways to reach out to clients. Danielle Riverin-Simard (1998, 1999) suggests that personality can play a key role in determining the most effective intervention strategy. For some people, there is a willingness to engage in reflective exercises designed to enhance self-exploration and redefinition. Others are more action oriented and seek affirmation through involvement in productive activities (the cognitive and emotional reflection and reframing come later). Affirmation helps to define the client–counsellor relationship, as well as relationships with others.

Another way of looking at offering affirmation to others comes from the concept of "mattering." Mattering has been defined by Schlossberg et al. (1989: 21) as the "beliefs people have, whether right or wrong, that they matter to someone else, that they are the object of someone else's attention, and that others care about them and appreciate them." Mattering can be viewed at several different levels (Schlossberg et al., 1988).

- **Attention.** This primary level focusses on simply being recognized or noticed. It is an acknowledgment of our basic existence. The power of this level of mattering is demonstrated by reflecting on situations where it is taken away (i.e., being ignored).

- **Importance.** At this level, we feel acknowledged and people respond to us in ways that demonstrate their interest in what has happened in our lives. People take time to listen to our stories, our ideas and our feelings.

- **Dependence.** When we reach this level of mattering, we feel we are a contributing member of whatever is happening. Our active participation is expected and others are counting on our involvement.

- **Self-extension.** In this type of relationship, we believe others are personally interested in our successes and disappointments, and will make an effort to follow our progress.

The concept of mattering applies to all aspects of the unemployment experience and is an important concept in the setting of policy (Amundson, 1993). The first contact with an employment agency conveys a certain measure of mattering. Greetings, registration forms, waiting rooms, counselling offices and the speed of service, all play a part in letting people know they are more than "just a number." Unfortunately, these practical matters often are overlooked. One way to evaluate current practice is to think about how people would respond if an "important person" was visiting the counselling centre and compare that to the response provided to an "ordinary client." If we could view our clients with a similar sense of "importance," we would go a long way toward creating a counselling climate that "truly mattered."

Counsellors have the opportunity to enhance a sense of "mattering." In counselling, clients are encouraged to "tell their stories" fully, focussing not only on details, but also on their feelings and internal thought processes. Counsellors encourage this disclosure by being open and genuine in the relationship and by expressing empathy and unconditional positive regard (Rogers, 1961). For many people, this may be the first time anyone listened carefully to them without critical comment. The client-centred relationship is designed to provide clients with a sense that they are highly valued (as a "person" as well as a "client") by the counsellor, and that every effort will be made to take their wishes into account when moving through all phases of the counselling process.

Of course, the counselling relationship is only one aspect of the equation. There must also be an alignment of expectations with respect to the tasks that will be performed. This intertwining of relationship with task contributes to what has been called the "working alliance" (Gelso and Carter, 1985) and is critical to the success of counselling.

Kelly (1997: 342), in reviewing the counselling process literature, draws the following conclusion:

> (a) therapeutic tasks and techniques occur effectively when implemented in conjunction with a significant (although not necessarily explicit) relational component, a component that probably conveys the counsellor's humanizing values and intentions, and (b) relational components find effective expression in tasks and techniques suited to the client's distinctive needs.

It is interesting to note that the relational aspect of counselling is not confined to the client-centred approach. All counselling has at its base some elements of relationship building, and these elements play a critical role in determining counselling effectiveness.

In recent years, considerable attention has been given to the development of computer tools for career counselling. The above discussion suggests that these tools will only be effective if they are embedded in a positive counselling relationship. Rather than replacing counsellors, computers should be viewed as a way to enhance the counselling process. Career policy should be consistent with this dual track of relationship and counselling tools.

Affirmation also needs to be addressed with respect to different social and cultural factors. Weinrach and Thomas (1998) propose a diversity-sensitive counselling approach that takes into account differences in age, culture, disability, education level, ethnicity, gender, language, residential location (i.e., urban, suburban, rural), socio-economic status and so on. In considering these differences, we must also be aware of the ways in which people are similar. Without this focus on similarity, we can fall prey to stereotyping and rigid policy formation.

As one example of how diversity plays itself out in actual practice, consider the issue of special programming for First Nations clients. While this seems appropriate at one level, it is not as simple as it initially might appear. There are many different First Nations groups, and within the groups there are differences of acculturation, rural versus urban perspectives, socio-economic status and so on. Developing appropriate policy for First Nations clients must reflect a broad level of sensitivity. Setting policy with this perspective requires both understanding and flexibility.

To conclude this section, I would like to address the issue of voluntary or involuntary participation in counselling (the mandated client). In recent years, I have worked with many mandated clients through *Starting Points* (Westwood et al., 1994) and have found that affirming the dignity of the person has particular relevance for this group. Clients who are mandated to come for counselling often are discouraged with the job search process and resentful of the "system." They may have been out of the work force for some time and lack self-confidence. Initial client–counsellor interactions can be particularly challenging, and it is here that affirmation efforts are particularly important. Counsellors dealing with mandated clients require extra support and training so they can be non-defensive, empathic, open about roles and responsibilities, and willing to "walk alongside" their clients (Amundson and Borgen, 1998). While you cannot force counselling on someone, many mandated clients have appreciated this extra effort and, in many instances, have become strong advocates of the counselling process.

Imagination, Creativity and Flexibility

Clients coming for career counselling often are facing a crisis of imagination. The problems they are confronting appear insurmountable and, in the face of these difficulties, clients feel "stuck." Under these circumstances, the counsellor is placed in the role of reframing agent: someone who might be able to help them "imagine" new possibilities. Solving problems, of course, may not entirely rest on imagination. In many instances, counsellors will need financial or program resources that they can utilize. What is important to recognize here is the linkage between financial or program resources and imagination.

The use of imagination in the counselling process is not reserved exclusively for the counsellor. It is essential that clients rekindle their imagination as well and become active partners in the process of reframing possibilities. Helping clients to bring into play their own imagination is an important part of the counselling process. The rekindling of imagination can occur in many different ways. Often, what is required is for clients to become less absorbed in the problem and more willing to step outside of traditional boundaries and look at their situation from new perspectives (Amundson, 1998). Involvement in some creative activities can be helpful to promote a more imaginative approach to problem solving.

It is interesting to examine the linkage between creativity and what regularly happens in counselling. Michalko (1998) studied the creative process of famous inventors and artists and identified some common themes.

- **Productivity**. The emphasis is on the generation of many different ideas using a non-judgmental approach.
- **Connecting ideas.** Playfulness and connecting ideas from seemingly unrelated fields are emphasized.
- **Tolerating ambivalence**. There is a willingness to consider seemingly contradictory ideas and to use "both-and" rather than "either-or" thinking.
- **Learning through metaphors.** An interest in metaphorical thinking is often reflected in activities such as doodling.
- **Taking action.** A willingness is expressed to take risks and confront traditional barriers.
- **Details**. There is an interest in small inconsistencies and a desire to make sense of the world.

- **Working collaboratively**. A willingness exists to work with others to generate information and ideas.

In considering these themes, it is not difficult to see how creativity could play a significant role in counselling. The role of creativity in counselling has been well documented by humanistic counselling psychologists for many years. Rogers (1962: 65-66), for example, states that "the mainspring of creativity appears to be the same tendency which we discover so deeply as the curative force in psychotherapy." Maslow (1962: 95) makes a similar observation after interviewing a number of different psychotherapists: "[P]sychotherapy may normally be expected to release creativeness which did not appear before psychotherapy took place." Creative expression is a significant aspect of counselling and sits alongside the other conditions of empathy, unconditional positive regard and genuineness.

Within the career counselling field, creativity seems to be playing an increasingly important role in current theory and practice. The work of Gelatt (1989), on a "positive uncertainty" approach to career decision making, is one example. Savickas (1997) makes some interesting connections as he addresses the role of spirit in career counselling. I have also tried to elaborate some creative ways of helping clients to resolve career problems (Amundson, 1998). Herr (1993 a, b) uses the phrase "personal flexibility" in discussing the infusion of creativity into decision making about life issues. He illustrates how personal flexibility brings together attitudes and skills consistent with life in a more dynamic society. Herr makes a compelling case for the importance of flexibility as a foundational principle for a new paradigm of career counselling, appropriate to the demands and challenges of the 21st century. The underlying point here is that career planning and decision making in a rapidly changing labour market require something other than a traditional linear approach. Creative problem solving is an obvious alternative.

The challenge for policy makers is how to set policy that supports creativity and personal flexibility, while still providing some structural guidelines. I think it is important to recognize that some structure must accompany creative expression. Creativity does not operate well in a vacuum. In terms of policy direction, there is a need for general guidelines, with allowances for variability and flexibility. In conjunction with a more flexible policy approach, there will be a need for a cadre of well-trained counsellors ready to take advantage of new possibilities. These counsellors will need to be comfortable with less structured counselling approaches and have the knowledge and self-confidence to use a wide range of intervention strategies. To attain this level of professional competency, there will be a need for focussed training consistent with this orientation along with ongoing professional development.

Concluding Comments

Linking career development and policy initiatives with career counselling process requires careful examination of a wide range of issues. In this paper, I have tried to highlight three domains that are of paramount importance in deriving this integration. The first domain concerns obtaining agreement on what exactly are the problems the client is experiencing. In defining problems, we need to look beyond our traditional points of entry to the actual needs and dynamics of situations. This requires a more client-centred holistic approach where some of the distinctions between personal and career issues blend together.

The second counselling process issue focusses on the need for affirmation of the dignity of the person. This is really a reminder of the basic operating principle underlying any social service. There is a certain vulnerability that comes with unemployment and, therefore, a need to focus affirmation efforts. In pursuing this goal, the uniqueness of each person must be respected.

The third issue addresses the need for imagination, creativity and flexibility in the counselling process. Within a context of social and economic upheaval, it is difficult for clients and counsellors to rely on many of the traditional methods of planning and decision making. There is an acute need for flexibility and new creative problem-solving methods. It is to this end that career counselling policy and practice must be directed.

I think it is time for a new adventure in career policy making to begin (Tocher, 1998). Many of the issues described in this paper have been minimized or overlooked in the setting of career policy. It is time to strike out on a new journey with the goal of achieving a better integration between policy and counselling process. In undertaking this journey, it is important to ensure a compatible infrastructure with well-trained career counsellors ready to provide feedback and to help guide policy development.

As indicated in the opening metaphor of this paper, there may be times when our journey will require us to walk in darkness. When I think of this, I recall the following poem by A.G. Ruffo (1996) as he reflects on the life of Grey Owl (Wa-sha-quon-asin).

HE WHO WALKS BY NIGHT
Because you must
    There's no one else
    You're the first
        The vanguard
You're the trail itself
Night is forever
It's a feeling
    vast as Lake Biscotasing
        high as a white pine
It's a moon that cares for you
Stars that escort you
Beasts that watch
    It's the edge
The private
At night the wind feigns sleep
    You hear the slightest stirring
        Everything is something else
Everything is free
Anything can happen.

Walking in the darkness presents its challenges, but it also offers exciting rewards and new possibilities. This is a time for change, and we will not always be able to predict what lies ahead. We need to develop the confidence and the competence to reach out to new possibilities.

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6. CAREER DEVELOPMENT AND PUBLIC POLICY: THE ROLE OF VALUES, THEORY AND RESEARCH

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At the end of the 20th century, career development specialists have embarked on a new project. They are seeking ways to strengthen national strategies for work force development and career guidance as well as to forge an international vision for career service delivery. These efforts have been prompted by the shift from an industrial to an information society and the concomitant tendency for the world to act as one economic market, rather than as a series of national markets. The global economy has brought a quest for greater accountability and efficiency, often through the increased use of technology. This quest has resulted in both larger and smaller businesses. To flourish in today's economy, companies must concentrate either on global or local markets, not national markets (Cascio, 1995). On the one hand, we have seen mammoth mergers such as the $74 billion agreement between Exxon and Mobile Oil. On the other, we have seen downsizing produce smaller companies that employ fewer people who work in teams with each member performing many tasks.

As mass production diminishes, and vertical teams replace hierarchies of specialists, work itself has been fundamentally restructured. Rather than being defined as a group of tasks involved in making a product, jobs are now described in terms of the services needed to meet customer demands. As work moves from making a product to performing a service, pay becomes linked to the market value of skills and success in customer service, rather than tenure or job title. The new emphasis on process, technology and service has increased the demand for technicians while reducing the demand for machinists. In addition to globalization and the transition to a service economy, social changes (particularly the privatization of public organizations, the aging work force and the greater participation of women, racial and ethnic minorities, and disabled workers) have also affected jobs.

The reorganization of the workplace has transformed the employment contract and the meaning of career. Job security dissipates as fewer companies promise lifetime employment along a well-defined career path, choosing instead to hire "contingent workers" for term-specific contracts. In the emerging employment compact, employees are urged to view themselves as "self-employed," with the employer being their customer. Because many workers can now anticipate holding at least 10 different jobs during their work life, they must focus on learning and developing skills that enhance their current performance and qualify them for their next job. Thus, lifetime *employment* must become lifetime *employability*. To maintain their employability, contemporary workers must manage their own careers, with résumés becoming a list of transferable skills and adaptive strengths.

Employability is as important to organizations as it is to individuals. High technology, with its sophisticated production processes, makes a skilled work force even more important for economic success (Pffefer, 1994). Nations that now compete in the global economy know they need competent, well-trained work forces, and urge their public officials to help train a smarter, not harder, working population. Cascio (1995) concluded that, instead of narrow specialists and broad generalists, companies need "multi-specialists," that is, workers with in-depth knowledge about several different aspects of the business. As an example of cross-trained multi-specialists who can get things done, Cascio describes a Canadian company, Cadet Uniform Services. In the past, Cadet hired truck drivers to deliver clean uniforms and pick up dirty ones. Now, Cadet hires mini-entrepreneurs who function as customer service representatives as they design their own routes, manage accounts and receive pay cheques tied to customer satisfaction. As a second example, bank tellers in the United States used to handle deposits, withdrawals and payments. Now, they too are customer service representatives, authorized to approve loans, sell stocks and bonds, and offer financial advice. To prepare a skilled work force, nations must invest in public education, improve secondary schooling, expand opportunities for on-the-job training, increase computer literacy and enhance worker motivation.

In some ways, national work force policies and career theories have returned to the concerns they shared at the beginning of this century. At that time, they concentrated on preparing and selecting a satisfactory work force from among the thousands of immigrants and rural families swarming into burgeoning cities in search of manufacturing jobs. In that social context, Parsons (1909) devised an approach to career guidance that matched workers to fitting jobs. This matching paradigm, used both in vocational guidance and personnel selection, served the needs of an industrial society seeking satisfactory workers. After World War II, increasing attention was paid to worker job satisfaction, not just satisfactoriness. Reflecting this concern with individual work satisfaction, Super (1957) expanded career theory to focus on workers as well as work. Super's developmental perspective on workers concentrates on career satisfaction in contrast to occupational success. Thus, the pendulum at the beginning of the century pointed at satisfactoriness, then at mid-century swung to satisfaction, and now at the end of the century has swung back to satisfactoriness (Dawis, 1996). This swing in emphasis appears in public funding of work force preparation programs. The funding to support the school-to-work transition during the Great Depression and World War II concentrated on preparing satisfactory workers. In the 1960s, the new emphasis on career education concentrated on workers' job satisfaction. Late in this century, public policy has returned to its focus on smoothing the school-to-work transition by preparing satisfactory workers.

Career Development Specialist's Responses to Work Life Changes

Changes in work and the workplace require a concomitant revision of career theory and practice. Unlike psychologists who focus on individuals, career development specialists focus on the nexus between person and environment, that is, the psycho-social integration of individuals into society. As such, career services benefit society as well as individuals. Choosing work that implements a self-concept and bestows a social identity enables an individual to perform productively for the community and thereby become self-supporting, successful, satisfied, stable and healthy. Despite the changes in work and the workplace, contemporary work remains one of the most important ways for individuals and communities to connect, co-operate and contribute to each other. In short, occupation gives stable meaning, passion and purpose to a life. Jobs help individuals become the types of people they want to be and gain an identity in their communities. Unfortunately, the transitional society and unstable environment in which we live make it difficult to create stable meaning through occupational identities. In the future, personal stability will have to come from the meaning and values workers construct subjectively for themselves, not receive objectively from their occupational titles.

Because of changes in the structure of work and its social organization, counsellors need to revise the 20th century paradigms of first matching people to positions and then helping them develop their careers in stable organizations. A paradigm must be designed that assists individuals to manage their own work lives strategically and draw meaning from the role of work in their lives, not from an organizational culture. Careers must become more personal and self-directed to flourish in the post-modern information age. As agents in their own lives, workers must learn to view a career as a carrier of personal meaning that defines and structures significant events in one's life (Carlsen, 1988: 186). Rather than looking just at how people fit into the occupational structure, career counsellors must envision how work fits into people's lives (Richardson, 1993) and how people can impose personal direction on their vocational behaviour (Miller-Tiedeman and Tiedeman, 1985). According to Young and Valach (1996: 364) a career will become a process that "people intentionally engage in to acquire social meaning within the framework of their lives."

The new paradigm for 21st century career guidance expands on, not replaces, the tried-and-true paradigms for occupational matching and career development. The new paradigm focusses on constructing meaning for a life and accounts for changes in the social organization of work (Savickas, in press). Important developments include the shift from assuming that occupation is the most salient social role for every individual, to recognizing how individuals position their occupation in a constellation of important life roles. New constructs, such as career salience, work importance and work–family integration, signal this shift in meaning. The concentration on personal meaning and structuring life roles has accentuated the importance of values in designing a life. Rather than focussing on work values, career counsellors now discuss with clients which values they can fulfill in different life roles. For example, achievement can be gained at work, altruism satisfied by volunteering in community organizations, nurturance fulfilled in the family and creativity expressed in hobbies.

Reflecting the dissipating career paths in organizations, we find career *planning* being replaced by career *management*. Career planning functions better in a more stable and predictable economy. In this new era, flexible and adaptive self-management may provide a better approach for developing a life. In our transitional society and unstable environment, even foundational constructs of career theory, such as occupational interests, are being challenged. Occupational interests rely on "constant" rather than "variable" occupations. As occupations become less stable, it may be more beneficial to focus on activity interests (e.g., writing) rather than occupational interests (e.g., reporter). Attending to activities rather than occupations has brought renewed interest in skills and skill confidence. Some psychologists speculate that skills and skill confidence may eventually replace abilities and interests as criteria for matching people to positions. Finally, this trend is demonstrated by career education programs in schools that have become school-to-work transition programs, emphasizing employability skills, lifelong learning strategies and flexibility.

The school-to-work transition has become particularly problematic because the instructional methods and materials in the schools have become increasingly dissociated from the requirements of post-industrial organizations. Concern about school-to-work funding and priorities has spurred many counsellors and researchers to become, for the first time, interested in public policy. For example, in 1998 the American Psychological Association, prompted by the Society for Vocational Psychology, formed the School-to-Work Task Force to lobby public officials and influence legislation on work force preparation. This is but one example of the growing interest in public policy among career development specialists.

Career Development and Public Policy

Career development specialists have only infrequently attended to public policy about work and workers. To date, career development professional organizations and practitioners have been a loosely connected group of people interested in learning about policies that we have not initiated, yet affect our work. At this time, we have decided to examine how we might become an interest network that publicizes needs, presses others to act and evaluates policy outcomes. To become policy actors who influence legislation, we must develop our own network, through self-organization and consensus. As an interest group, we can work to help shape the values public policy implements. As policy actors, we can attempt to persuade politicians to reorganize and reposition existing work force development and career guidance policies, not to create something new. In this effort, we must recruit social and political experts to augment our expertise in career theory and intervention.

I now turn to the main task of this paper, namely, discussing how career specialists as a community of technical experts can encourage policy makers to use our values, theory and research findings to assess the impact of current programs and to generate new policies. I include values, in addition to theory and research, because policy represents, through the commitment of funding, an expression and clarification of public values and intentions (Considine, 1994).

Values

Career development specialists can actively use policy to institutionalize values and preferred outcomes, starting by advancing our values in the very problem definitions that structure legislative action.

One example of how the values that structure career theory and research can influence public policy involves committee reports. Burstein and Bricher (1997) argued that public policy is affected by how committees define public problems. In the United States at least, how congressional committees define a problem shapes legislative action. New definitions can lead to new policy legislation. Consider, as one example, the issue of work–family conflict. In the United States between 1945 and 1990, there were 1,056 bills on paid work, family and gender referred to congressional committees. These committees served as gatekeepers, issuing just 69 reports. For most of this period, the committee reports conceptualized work, family and gender in different spheres and emphasized equal opportunity. In the 1990s, the bills favour work–family accommodation, moving from equal opportunity to concern about the problems both men and women have in balancing paid work and family. Because career specialists know problem definitions help shape public policy, we probably should conduct our own content analysis of problem definitions in committee reports regarding work force policy. Career specialists can become policy actors by making our problem definitions explicit and expressing them.

Definitions and concepts are important in explaining our goals and naming the outcomes we are trying to shape. Pivotal concepts both shape career theory and represent our policy-relevant values. These critical constructs include a respect for individual differences, belief in the power of aspirations and dreams, emphasis on exploration and information, commitment to decision making and choice, facilitation of person–environment congruence, and nurturance of adaptability and flexibility. Career specialists can press our values by using them to advance new definitions of old problems. We know changing definitions and word choices can strongly influence public perceptions and policies. Consider the changes prompted by the shifts in language from "sexual preference" to "sexual orientation"; from automobile "accidents" to "crashes"; and from "willpower" to "disease" models of addiction. Similar transformations in public values and policies may be enabled by shifting definitions from "fitting people into occupations" to "fitting work into lives." Other definitional shifts could include moving:

- from *career* to *work life;*
- from *work–family conflict* to *work–family integration;*
- from *work values* to *life–role values;*
- from *maturity* to *adaptability;*
- from *work ethic* to *role salience* or *work importance;*
- from *occupational interests* to *activity interests;*
- from *abilities* to *skills;* and
- from *self-esteem* to *self-efficacy.*

Theory

In addition to values, career development specialists can offer policy makers career theory as a viable means of co-ordinating and systematizing work force policy.

Career theory offers a coherent framework for organizing and systematizing contemporary public policy about work and work force development. Current work force policies and programs have produced a vast, unco-ordinated network of services, provided by numerous types of professionals and funded by multiple sources. It is a simple idea, yet worth noting — co-ordination would improve both public policies and programs.

Herr has written persuasively about using life-cycle theory to reform comprehensively and interconnect policies that are now fragmented and piecemeal. He urged career development specialists to identify a "core set of career guidance activities tailored to populations by gender and age across the life-cycle" (1991: 281). Subsequently, Savickas (1996) designed such a model of core career services including education, guidance, placement, counselling and mentoring. Instead of differentiating career services by population and setting, he differentiated core services by the problems they address. Each distinct service addresses a different type of career concern, allowing individuals of different ages and in different settings to receive the same core service if it addresses their concern.

The core services could be provided most efficiently in one location, for example public libraries. Career services are now provided in schools, colleges, by U.S. employment services, the Veterans Administration, rehabilitation agencies, business and industry, libraries and philanthropic organizations such as the Jewish Vocational Service and YMCA (Herr, 1991). If the diverse services were co-ordinated and offered in a single location, then individuals could go to a career centre where an in-take interviewer would arrange for them to receive the core service best suited to their career concern. Twenty-five years ago, Super suggested that public libraries would be an ideal venue for such career centres. More recently, Watts (1996) suggested that government vouchers could be used to subsidize career services for individuals of every age. In short, career theory with its life-span perspective and a focus on core services could be used to help address the lack of coherence in work force policies and programs. Such a structure would, in due course, allow findings from empirical research to inform policy and practice more fully

Knowledge

The science of vocational psychology provides a dependable source of knowledge to inform public policy aimed at developing a satisfactory work force and satisfied workers. Vocational psychology has also produced effective career guidance techniques for assessing persons, providing occupational information and matching people to fitting positions.

These proven techniques can be made more efficient and self-directed by advances in computer technology. Career development specialists can offer their expert knowledge about job success and satisfaction to foster policy innovations and empirically validated practices. To make our research findings more useful in public policy arenas, we must first focus our knowledge on policy issues and then develop systems for collectively publicizing our findings, persuasively articulating our insights and distributing our most efficient and effective services. As an example of focussing our expert knowledge on policy issues, I have identified, from literature reviews and longitudinal studies, 14 facts that career specialists know for sure and could assert in debates about public policy regarding work force development and career guidance.

1. Childhood socialization influences adult work performance and job satisfaction.

We know attitudes toward work are formed early in life, so work force and vocational guidance policy should take a developmental perspective. Vocational psychologists such as Super, Crites, Gribbons and Lohnes have each concluded from their longitudinal studies that "planful"competence in early adolescence relates to more realistic educational and vocational choices, occupational success and career progress (cf. Savickas, 1993). Longitudinal studies in other fields, such as epidemiology, sociology, psychiatry and developmental psychology, also have shown that early experiences help to shape an individual's work life. The sociologist Clausen (1991) used a 50-year longitudinal study to show that "planful" competence in early adolescence (i.e., a syndrome of self-confidence, dependability and effective use of intellectual resources) led to orderly careers in which individuals were stable and satisfied, and had fewer mid-life disruptions of career and marriages. Low competence related to recurrent life crises that involved career problems, marital conflict, divorce, depression and alienation. Clausen demonstrated that "planful" competence allowed adolescents to make better life choices, helped them elicit social support, contributed to reaching their goals and enabled them to deal with the ill-structured dilemmas of work life.

The epidemiologists Kalimo and Vuori (1991) traced the development of Finnish children for 25 years. They concluded that poor self-esteem and deficient social conditions in childhood constrained the development of personal resources and resulted in a greater probability of entering and remaining in inadequate jobs as well as more prevalent adult health problems.

Psychodynamic psychiatrists Valliant and Valliant (1981) reported that for underprivileged men the capacity to work in childhood predicted mental health and capacity for relationships at mid-life. It surpassed family problems and all other childhood variables in predicting success in adult life. By the age of 47, men who were competent and industrious at age 14 were twice as likely to have warm relationships with a variety of people, five times more likely to be well paid for their adult work, and 16 times less likely to have suffered significant unemployment. Intelligence was not an important mediating factor.

The developmental psychologist Bynner (1997) analyzed data from a major British longitudinal study involving 17,000 people born in the same week in April 1970 who were surveyed at ages 5,10, 16 and 21. Individuals with poor basic skills (reading, spelling, writing and counting) at age 10 showed different career paths at age 16. Rather than continue their education, they tended to get jobs (about 45 percent), enter government youth training programs or be unemployed. Problems with basic skills clearly led to problems in staying in school and acquiring more specific work-related skills.

2. Part-time work affects the socialization and development of adolescents. Along with family, school and peer group, work can be a key social context affecting the development of youth (Stone and Mortimer, 1998). Social scientists debate whether young people should be encouraged to work and whether some jobs are better than others to foster healthy adolescent development. Nevertheless, about 60 percent of high school juniors and 75 percent of high school seniors work for pay outside the home at least one week during the academic year. On average, juniors work about 18 and seniors work about 24 hours during the weeks they work. Unfortunately, adolescents' work experience is usually unconnected to their occupational aspirations and career plans.

Based on their evaluation of the empirical evidence, Stone and Mortimer (1998) recommended that public policy explicitly link school to work so school personnel supervise work and make the workplace a context for youth development. This would allow teachers to connect work to school in meaningful ways, thereby helping students view work as a complement to school, not a separate domain. The links between school and work now are especially loose at lower levels, with school being almost irrelevant for unskilled and semi-skilled jobs. Stone and Mortimer (1998) also encouraged employers to provide moderate work hours over a long period of time, improve the quality of jobs and increase opportunities for skill development.

Even more radically, policy could reconstruct adolescence as a life stage. In current industrial societies, adolescence is socially constructed as a period of preparation for work: a life stage truncated by employment (Grubb, 1989). As society moves toward lifelong learning and job flexibility, adolescence could be reconstructed as a mix of work and schooling that extends into the 30s, giving greater flexibility around decisions related to career choice and certainty about it. Such a reconfiguration of adolescence as a life stage could reduce the floundering, drifting and stagnating among school leavers while increasing training and employment.

3. Knowing how the world of work is organized eases vocational decision making and job transition.

When individuals make an initial occupational choice or change jobs, they must choose from among thousands of jobs. Vocational psychology has shown that it helps tremendously to have a "compact view of the world of work at a more manageable level of abstraction" (Dawis, 1996: 239). This view can be socio-economic in terms of pay and fringe benefits or functional in terms of tasks and work conditions, yet vocational psychology has something better to offer. Based on 40 years of programmatic research, Holland (1997) has provided a compact view of the work world in terms of psychological attributes. He organized all jobs onto a hexagonal model of the world of work. Because jobs are mapped using personality traits, it is easy for individuals to find themselves in the world of work. By organizing occupational information and personality types using the same language, career development specialists ease decision making for clients. Knowing how environments are organized is a transferable skill that individuals can use to adapt to many diverse life situations.

4. Vocational exploration and information lead to better career decisions.
Vocational exploration and information gathering increase self-knowledge and awareness of suitable educational and occupational options (Blustein, 1992). One of the best ways to determine the wisdom of a specific career choice is to assess the amount of information an individual has collected about that choice. In addition to encouraging exploratory experiences, public policies should continue to support occupational information delivery systems, especially those that use computer technology and the Internet to distribute their products (Peterson et al., 1999).

5. Career interventions effectively ease occupational choice and enhance work adjustment.
Career interventions help individuals gain self-knowledge about where they can be satisfactory and satisfied workers (Baker and Taylor, 1998; Killeen, 1996; Whiston et al., 1998). The interventions can also smooth job transitions by helping job changers learn which jobs are easiest for them to move into and what specific skills they need to acquire. Evidence also supports the effectiveness of teaching individuals job-seeking skills. Today's economy requires the flexibility to move repeatedly into newly configured jobs. Career counsellors have evidence that their interventions help smooth school-to-work transitions and movement from one job to another. We do not yet have evidence, but we can infer from the available data that career interventions also benefit nations in reducing unemployment, enhancing gross national product and re-stimulating discouraged workers and displaced homemakers.

6. Interests shape occupational preferences and enhance learning during training.
The measurement of vocational interests is a singular accomplishment of vocational psychology. Over 75 years of systematic research has produced a clear understanding of interests as a motivational construct along with a sophisticated technology for measuring vocational interests of men and women across the life span and within diverse cultures. Most important, this research has documented how to best communicate interest inventory results to clients in a manner that fosters their occupational self-efficacy, vocational exploratory behaviour and career decision making (Savickas and Spokane, 1999). Self-knowledge about vocational interests enhances educational and vocational decision making. Knowledge about a candidate's interests also can be useful in selecting individuals for training programs.

7. Personality and ability determine job performance more than interests.
While interests are an important factor in shaping occupational preferences and predicting learning in job-training programs, they are less important in predicting job performance. True, it is better if interests match the content of the job; however, quality and level of job performance depend more on mental ability and certain personality traits. Based on a literature review of

personality and work, Tokar et al. (1998) concluded that personality traits, such as conscientiousness and extroversion, are important in job performance. Furthermore, individuals with an internal locus of control fare better in transitions and in initiating social support when they encounter problems. Individuals who demonstrate autonomy, self-esteem and a future orientation not only plan their careers more successfully, they also become more satisfactory and satisfied workers.

8. Congruence between the worker and the job improves performance.
The goal of career interventions is to help individuals move to increasing congruence in their interactions with the environment, as defined by job satisfaction, commitment and productivity, and contrasted with turnover, absence, tardiness and interpersonal conflicts. Career development specialists know from an extensive literature that person–environment fit should be an important value, not only in career interventions, but also in public policy. Based on a literature review, Edwards (1991: 328) concluded that "across a variety of measures, samples, job content areas, and operationalizations, Person-Job fit has demonstrated the expected relationships with outcomes."

Congruence also is important from an employer's perspective. Employers who can select more congruent employees from a better applicant pool have an advantage over their competitors. In short, person–job congruence benefits the worker, the company and the nation.

9. The transition from school to work can be smoothed.
Unemployment rates for youth just out of high school are usually three to four times higher than the rates for adult workers. The National Longitudinal Survey of Youth showed that youth between the ages of 18 and 27, who graduated from high school yet did not enter post-secondary training, held about six different jobs and had four or five spells of unemployment (Veum and Weiss, 1993). Public policy could benefit youth and society by forging tighter links between schooling, adolescent employment and adult careers. When linkages are made (particularly apprenticeships, magnet schools, internships, co-operative work–education and shadowing experiences), they appear to be quite successful in fostering school-to-work transitions. The programs are most successful when work and training are complementary, rather than making training and schooling preparatory for work. Because work habits and attitudes strongly influence early adult earnings, training programs should emphasize these work behaviours as much as they emphasize job skills.

10. Organizational socialization of new employees promotes satisfaction and performance.
Companies can use realistic job previews and systematic socialization to provide information that reduces uncertainty and anxiety in new employees. Providing new employees with a cognitive map of their

organization and work context has been shown to increase performance, satisfaction and retention (Saks and Ashforth, 1997). With increasingly diverse work forces, it is even more important to impart an overarching set of norms, attitudes and beliefs.

11. Work can be structured to foster emotional well-being.
Good jobs foster mental health whereas poor jobs cause distress (Loscocco and Roschelle, 1991). Good jobs usually provide substantive complexity, challenge, feedback, variety and autonomy. Jobs are even better in this regard if they include significant tasks with which workers can identity. In contrast, poor jobs involve excessive workload or responsibility, role ambiguity, forced overtime, conflicting roles, tasks more complex than ability and the lack of control over job demands. The context in which work is performed also influences mental health. Poor working conditions caused by noise and noxious stimuli cause distress. As jobs are being redesigned to emphasize process over content, public policy has an opportunity to reinforce the importance of including intrinsic rewards in new jobs. If particular jobs cannot be redesigned to promote health, then policy can encourage employers to provide workers with training in coping with occupational stress.

12. Workers can learn to cope more effectively with occupational stress.
Stressors include the dimensions of poor jobs noted previously: role overload, insufficient resources to do the tasks, excessive responsibility and noxious physical environment. These elements cause stress, but how much of the occupational stress becomes personal strain depends on a worker's coping resources. Workers experience less strain if they cope with stress by recreation, self-care, social support and rational problem solving. These four types of coping behaviours have direct effects on strain, but they do not have a direct link to job satisfaction (Fogarty et al., in press). Public policy can encourage employers and career specialists to increase their efforts at teaching these common sense, and empirically validated, coping techniques.

13. Work–family connections can be made less conflictual and more integrative.
Conflicts between work responsibilities and family obligations can cause significant personal strain and lower productivity. Problems can be bi-directional, with work problems contaminating family life and family responsibilities (e.g., child care, care of elders) distracting work concentration. Research on work–family conflict has accelerated during the last 25 years prompted by the increasing number of dual-earner partners or single parents. Legislative and employer initiatives that enact "family-friendly" work policies, such as flexibility in work scheduling, can alleviate some of this conflict (Loscocco and Roschelle, 1991). After reviewing 59 empirical studies on work–family conflict, Greenhaus and Parasuraman (in press) suggested work–family integration as a possible

new paradigm, one that focusses on opportunities wherein multiple roles can expand rather than deplete resources. Positive spillover (enhancement) can outweigh negative depletion (conflict). Two examples of positive spillover are "status enhancement" and "personality enrichment." Status enhancement means using money, connections and other work resources to promote family well-being. Personality enrichment means transferring skills and attitudes from one domain to the role being enacted. Public policies that reduce conflict and increase integration will be good for families, as well as organizations and individual workers.

14. Individual differences among aging workers can be used to retain and retrain productive workers.

An often overlooked problem is that the work forces in Western societies are aging rapidly. Moreover, restructuring and downsizing of industries have had disproportionate negative effects on older workers. We know from empirical research that as workers age, individual differences increase, with some workers maintaining and even improving their skills while others lose their initiative and let their skills deteriorate (Hansson et al., 1997). We need to design policies to retain productive older workers and encourage the use of enabling technologies. Now, more than ever, society must recognize and affirm the contributions of older workers while reducing ageist stereotypes and pressures to retire. Training opportunities must be provided with regard to functional ability and interest, not chronological age.

Conclusions

Career professionals can offer their values, theory and empirical knowledge as a descriptive base from which to devise principles and construct social policy regarding work force development and career guidance. We envision public policies that fund a comprehensive set of core career services provided in centralized locations such as libraries. These policies should reflect normative age-graded, generational and traumatic influences on career concerns across the entire life span, with equal attention to socializing children, preparing adolescents, encouraging adults and retaining aging workers. The career services should help individuals develop a strategic expertise in managing their own careers so, on the one hand, they invest their talents wisely, make fitting choices, adapt quickly to changing circumstances and, on the other hand, contribute to their organizations and co-operate with their communities.

In addition to advocating for sound work force development and career guidance policies, career development specialists must:

- innovate their theories;
- use more technology in service provision;
- link counselling to training and adjustment as well as career choice;
- effectively co-ordinate core services;

- become accountable for outcomes;
- attend to aging workers;
- increase our credibility in industry settings;
- market career services; and
- attract sponsors (Herr, 1991; Hoyt and Lester, 1995; Pryor, 1991; Watts, 1996).

In short, it is time for career development specialists to become more proactive in revitalizing our values, theory and research, and become policy actors who help to develop and guide our national work forces.

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7. CAREER DEVELOPMENT IN ARGENTINA

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Present Social and Economic Context

Argentina is the southernmost country in South America. This geographical location has endowed Argentina with a wide variety of climates, from the warm north to the cold south and a consequent variety in population density rates. Some regions have only 0.7 inhabitants per km^2, while Buenos Aires, the capital of the Argentine Republic, has a density of 14,000 inhabitants per km^2. The total population is 38,000,000. Argentina has an area of 4,000,000 km^2 and is divided into 24 provinces.

The population shows widely differing characteristics, mostly due to European immigration, which began in the early 20th century, especially from Spain and Italy, and to a lesser extent from Eastern Europe. In the last few years, people from neighbouring countries and from Asia have also settled in Argentina. This merging of cultures and lifestyles has given the country a special profile that frequently differentiates it from other Latin American countries.

In the last decades, Argentina has become aware of its inclusion as a Latin American country, sharing with others the same origin as a nation and the same severe problems: poverty, unemployment, sub-employment, income distribution inequalities and the deterioration of social services. Key sectors, such as education, health, housing, work and culture, are being neglected because the resources applied to improve the quality of life are seen more as non-productive expenses than as productive investments. A more balanced view of the economic and social dimensions of development still remains to be achieved.

The economic and social aspects of globalization affect Argentina in the political, technological and cultural spheres. Internationalization brought about an increased cross-border exchange of products and economic activities, especially with closely related countries, for example, the MERCOSUR (Paraguay, Uruguay and Brazil) and Chile.

In the late '80s, Argentina experienced a deep economic crisis that increased unemployment, sub-employment and poverty. The significant economic changes of the '90s strengthened the growth of the Argentine economy, but also brought a precariousness that affects mainly the young, women and adults over 50. A recent social phenomenon is the "new poor": the increasing pauperization of the middle class. One of the greatest problems Argentines face is unemployment, which increased from 5.7 percent in 1988 to 17 percent in 1998. Vast sectors of the population have to change jobs, find new occupations or create their own means of subsistence. A systematic state policy to deal with retraining workers excluded from the market, has not yet been implemented.

Argentina has a democratic government with a clear division between the executive, legislative and judiciary branches. The country's organization is federal, with each province having an autonomous government and its own laws that do not contradict the spirit of the National Constitution. The Ministry of Education is responsible for the educational system.

Education is guaranteed through a federal education act, enacted in 1993. The act provides free and compulsory education for citizens from 5 to 15 years of age. The act also establishes education as the responsibility of families, the state, provinces, municipalities, the Catholic church and other officially recognized religious and social organizations. Private schools are subject to authorization and supervision by the official education authorities.

Under the act, the Ministry of Culture and Education must provide technical assistance and technical/professional education and training, at every level of the educational system. The act also establishes levels, cycles and special regimes forming the structure of the educational system. These should be developed to facilitate transfers and continuity, ensuring students both horizontal and vertical mobility. According to the act, the national state is responsible for establishing educational policy and controls its implementation. The act follows certain basic principles: the right to teach and learn, equal opportunities for everyone, rejection of any type of discrimination, promotion of equity, cultural and religious diversity, and the development of special programs to allow all citizens to enter the education system, remain and complete their education. The act promotes lifelong education and work as a personal and social goal. It encourages the integration of persons with special needs, supports educational innovations and the right of students to receive guidance.

Government and administration of the educational system are shared by the Ministry of Culture and Education, the Culture and Education Federal Council (co-ordination and joint actions), provincial ministries, the City of Buenos Aires and the schools themselves. Recently, the educational system was decentralized and all education services (except universities) were transferred to the provinces. This had a negative impact for regions with few economic resources. Though the law guarantees citizens' free access to public institutions at any level within the educational system, negative social and economic factors have increased the drop-out rate, even within the compulsory education period. People excluded from the system can only work in unstable conditions because they lack the competencies and qualifications provided by education. The same happens to older persons, who cannot access a permanent and ongoing educational process that could help them develop new qualifications.

Educational System Structure

There are several levels to the education structure in Argentina.

- **Initial level.** Kindergarten exists for children aged from 3 to 5. Attendance is only compulsory for the last year of the cycle.

- **Basic general education level** (EGB). This level is organized into three, three-year cycles (nine years total) and focusses on offering basic competencies.

- **Polimodal level.** This is an optional cycle given to young people up to the age of 17. It offers different possibilities oriented toward the world of employment: humanistic subjects, social sciences, business economy and management, natural sciences, production of goods and services, communication, arts and design. Youth are trained in work- and production-related competencies and skills. It also provides preparation for post-secondary education. The polimodal level was implemented a short time ago within the frame of educational reform which has not yet become generalized. The structures to implement student apprenticeships and work experiences in companies are not yet available.

- **Higher education.** This level comprises the following.
  - Non-university schools train teachers and professors for the initial level, EGB and polimodal levels. There also are programs for technicians in non-educational areas. These last from two to four years. (University programs are called careers in Argentina.)
  - Universities offer professional and academic training in all areas and specialties. They are autonomous regarding academic, administrative and economic/financial matters. The main financial contribution to universities comes from federal funding, to ensure that services will be provided to all people. Expansion in university enrollment and economic adjustments (decreased budgets) by government put public universities in an extremely difficult situation. At present, these universities allocate 90 percent of their funds to salaries. Higher education in public universities has no

tuition fees. Only a few universities have entrance examinations. Changing careers or dropping out are frequent occurrences during the first year. Most university careers last from four to six years. In Argentina, there are over 500 higher education careers offered through 35 public and 40 private universities, and five public and four private university institutes. Private universities charge a fee and, in most cases, students must pass an entrance examination or take an introductory course. Some universities offer short careers (from one to three years).

- Postgraduate education **is** provided by universities and high-level academic, scientific and professional institutions. Candidates for master's or doctorate courses must hold a college degree. Fees are charged for these courses.
- Other education alternatives are offered by the provinces and the city of Buenos Aires in the form of short-term education courses with specific occupational training for persons with special needs and adult, artistic and non-formal education, as well as training in other areas.

Freedom of Choice

Young persons finishing the polimodal school and wishing to continue their studies may choose post-secondary, university, or non-university alternatives, according to their interests, preferences and projects. In general, there are no selection procedures to enter the public education system; however, many private universities establish entrance conditions. Students select careers on the basis of personal preferences. In general, universities provide a common basic cycle as an introduction to college studies, which may last from one month to one year. This period may be different for each college or career within the same university. In some cases, there are pre-university courses providing candidates with the specific knowledge required for certain subjects. However, self-selection and non-visible selection procedures do come into play. This means that social, economic, cultural, family and school environmental factors influence achievement and choice of educational and employment careers.

Career Development: Current Situation

Background

Argentina has pioneered the vocational guidance area in Latin America. The state-funded Instituto de Psicotecnia y Orientación Profesional (Psychological Techniques and Professional Guidance Institute) was created in 1925, and included a postgraduate course for guidance counsellors. The Psychology Institute was created in 1929 within the sphere of the National Education Council. Other institutions followed, such as the Educational Psychology Directorate of the Province of Buenos Aires, the Educational and Vocational Guidance Centre of the Primary Schooling Directorate) and the Vocational Guidance Department of the University of Buenos Aires. Since then, many services were organized throughout the country, although their development has not been sustained for several reasons, particularly, the absence of public policies in the area of professional guidance and insufficient budgets.

In Argentina, counselling was linked to psychology from the very beginning. The 1960s witnessed the creation of psychology careers in the national universities. It was a time of significant theoretical production based on the psychodynamic approach to guidance problems. Innovative approaches were developed both for individuals and groups. In those years, guidance services proliferated in many national universities and similar services were organized in primary and high schools. The 1980s and 1990s brought deep political, social and economic change. The restoration of democracy, integration with the rest of the world, globalization, technological development, and changes in the economy and the labour market influenced the social scenario and modified guidance practices. Existing services were refocussed to meet the urgent needs of the population: job seeking, job retraining and career re-orientation.

In Argentina, the generic term "vocational guidance" (sometimes "vocational and occupational guidance") is used to identify psychological and educational resources to help people through transitions and changes throughout their lives, and to develop and review training, job-related projects and strategies useful to acquire new competencies and career development. Though public policies favouring the development of an integrated, national counselling system do not exist in Argentina, many intermediate organizations (schools, universities, hospitals, municipalities, etc.), and some private entities, provide free guidance programs.

Guidance within the Educational System

Guidance at school (EGB and polimodal levels)

The Federal Education Act establishes the right of students to receive vocational, academic and professional/occupational counselling to facilitate work market placement or the continuation of further studies. However, schools do not provide any ongoing vocational guidance programs. Many public or private schools have counsellors that help students, professors, teachers and parents on matters related to learning, school and social adaptation, and vocational guidance. Professionals trained in psychology or education often are not specifically trained in vocational guidance. In some schools, this task is performed by tutors or professors considered capable of assisting students in these areas. In some districts and communities (e.g., the province and the city of Buenos Aires), there are organized activities in each school. Such activities still have not become systematic programs. Rather, they are individual activities aimed at decision-making processes.

At the EGB level, counsellors use various strategies to train teachers in charge of guidance activities, advise parents, work directly with students on their interests and skills, and provide information on the next educational level. At the polimodal level, strategies include discussion and information groups on educational and professional alternatives. At both levels, guidance is considered more as an individual intervention, at the end of the school period, rather than a learning and developmental process.

Guidance in universities

Public universities have the most efficient and organized guidance services. In Argentina, universities play a significant role as social, cultural and scientific development centres, both in large towns and in some regions with low population density and scarce economic resources. Universities establish agreements with schools and, together, they develop information and guidance programs for students in the period when they select their career. University counselling services are free of charge. The main population is aged from 16 to 25. To a lesser degree, service is designed for young adults who need guidance and information when choosing their career, planning their occupational future, re-orienting their career choices, selecting postgraduate courses or becoming acquainted with new training possibilities or education for work insertion.

In the last few years, many public universities have expanded their services by incorporating work guidance activities and now provide information on the regional and national demand for professionals. The personnel in charge of these services are psychologists, educational psychologists, education specialists or social assistants who are not well paid and who lack sufficient resources to develop their work, but who compensate for the lack of budget and clear policies through personal efforts and creativity.

In the last decades, some private universities have included counselling among the services offered to their students. They rarely provide advisory services to the community. The information and guidance tasks they develop are more related to institutional promotion activities.

Guidance in hospitals and health services

Some state hospitals provide free vocational guidance services as part of their mental health programs. This practice has not been adopted at a national level. In general, these services are provided in hospitals located in large towns, especially in Buenos Aires and surrounding areas. Professional psychologists and educational psychologists provide counselling. Although they are sometimes not paid for their work, they consider it an excellent chance to carry out professional practices. Their work is supervised by the mental health service heads or by recognized external professionals who offer their time to supervise and train young counsellors.

Guidance in private practice

Since there are no policies for guidance and no continuity or financial support for guidance services, many counsellors have attempted to meet the needs of the population through private practice. In general, this occurs in urban centres, and the services are provided to middle- or high-income people, the only ones who can afford these services. During the last few years, many organizations implemented job training programs for the young, helping them to design, plan and manage small companies, produce materials or provide community services. They are intended for young persons within the polimodal system, who receive counselling on management, marketing and production techniques. International organizations and private companies or foundations finance these activities.

Work Training

Many sectors agree to the redesign of the work training system, since it is insufficiently developed and inadequate for the requirements of the job market. There are national, provincial and local training services. The training is homogeneous, elementary and scarce, while the demands of the population are heterogeneous regarding age, previous qualifications and expectations. Except for some public programs implemented by the state, and the training services offered by large companies, companies and trade unions generally do not have any significant training activities.

Training provided by companies is, in general, addressed to people who are already qualified and who carry out executive functions. In the case of new technologies, workers are trained for specific functions.

Work education for the young

This has been scarce and intended for those who did not finish high school. Professional training centres (CFP) provide two-year, pre-occupational courses for teenagers and four-month courses for young people and adults. They offer traditional specialties: electricity, carpentry, construction and apparel production for women. It is a rigid and bureaucratic system.

Adult education

The objectives here include upgrading for people who did not complete the EGB or who intend to improve their training to continue studying at other levels. Adult training is also given within professional training and retraining programs.

Professional training and employment programs

In 1993, the Ministry of Labor and Social Security implemented several temporary employment programs aimed at helping unemployed people experiencing serious social and economic difficulties, such as workers who had lost their jobs and other groups at risk, e.g., women and the young. These programs were funded by the state and through loans from international organizations and non-governmental organizations. In 1998, several of these programs were suspended and others were redesigned. At present, the following programs are still operating.

- Proyecto Joven (Project for the Young) is aimed at young people between 16 and 35 with low job qualifications. They are offered training in specific fields. It includes a three-month course and an apprenticeship in a company for another three months. During the course, participants receive minimum wage and employment alternatives.

- Programa Trabajar III (Employment III Program) offers temporary employment (three months at minimum wage) to persons not receiving unemployment compensation, to those who are extremely poor and unemployed, and to vulnerable groups.

- Programa Servicios Comunitarios II (Community Services II Program) offers employment for brief periods (three to six months) to unemployed workers, especially women who are family heads. The tasks are related to projects and services. They receive a salary of US$160/month and medical assistance in exchange for four hours of community work.

- Programa de Apoyo al Empleo (Employment Support Program) is specially aimed at workers who lost their jobs in certain regions of the country where local industries closed down.

In addition, the Secretariat for Social Development has started projects aimed at minors at risk who are residing in the most impoverished geographical areas. Such projects include work training and the creation of micro-businesses.

Training for Counsellors

Although almost all professionals working in this field are psychologists, educational psychologists or specialists in education, the training they receive is usually insufficient for their work as counsellors. As a result, many continue their training through postgraduate courses or master's degrees. The demand for specialization has grown in the last few years, and some state universities have implemented postgraduate courses for vocational counsellors. In 1999, the University of Buenos Aires implemented an updating program and a master's degree to train counsellors as education specialists or psychologists.

Two Argentine counsellor associations — Asociación de Profesionales de la Orientación de la República Argentina (APORA) and Asociación Argentina de Orientadores Vocacionales de Universidades Nacionales (AOUNAR) — are also offering courses, seminars and annual meetings through which counsellors from the whole country exchange experiences and evaluate their practices. These exchange forums are frequent and valuable. In the last few years, meetings were held with the participation of counsellors from neighbouring countries, especially Uruguay, Brazil and Chile. Counsellor associations also have developed a code of ethics. Although there are some guidelines for professional practice, there is no official control on activities within the guidance sector. This is starting to create some concern because many private organizations give brief courses with little scientific or technical foundation, which do not provide sufficient training for counselling activities.

Information Resources

In Argentina, there are several education guidebooks which include information on careers and post-secondary courses. Each university has its own guidebook and a Web page. The Student Guidance Directorate of the University of Buenos Aires has been publishing an annual study guidebook since 1959 that is widely disseminated. It contains information on higher education university and non-university courses given by public and private institutions throughout the country. It also contains information on various occupational fields.

Computer information is very recent, and not all counsellors are acquainted with it. There are two main information systems. The SOVI (Computerized Vocational Guidance System) (Fogliatto and Pérez, 1997) is aimed at clarifying interests and preferences. DATAVOC (Del Compare and Villamil, 1995) is a system containing information on the characteristics of all study and work areas, higher education alternatives and occupational fields. It is updated yearly.

Current Developments

In the last decade, the Student Guidance Directorate and the vocational and occupational chair of the Psychology College at the University of Buenos Aires have been developing technological assistance programs for the educational system. Prof. Diana Aisenson is managing this project. The programs provide advice and counselling in public and private schools of the EGB and polimodal level for students, teachers, professors, parents and counsellors through agreements with schools, municipalities, foundations and other representative institutions of the community. Activities include information fairs, workshops, vocational guidance groups, work training and guidance programs, and training seminars for counsellors. A program aimed at retirement preparation and interest re-orientation was also implemented through an agreement with the pension and retirement organization, PAMI. Another project under way is a guidance program for the development and socialization of children and young people, implemented through apprenticeships for counsellors in kindergartens.

They work together with teachers and families in a district where there is extreme social vulnerability.

The Science and Technology Secretariat of the University of Buenos Aires is funding research on employment and education projects, strategies and social representations of young people finishing high school, as well as a study on educational and employment careers. A research project is being developed within the frame of the national universities with the co-ordination of AOUNAR. This project uses the same questionnaire (adapted to Argentina) as the one used by the Canadian Career Development Foundation in the research project performed in Canada in 1993 (see Conger et al., 1994). The goal is to survey the vocational guidance services provided in the educational sector and the resources available. In the private sphere, some guidance-related research projects and research on occupational motivation are also under way (e.g., Mignone de Faletty and Moreno, 1999).

Current Strategic Issues

In Argentina, there are no defined and co-ordinated national policies for the development of a national guidance system. The 1993 Federal Education Act described earlier guarantees students the right to receive vocational, academic and professional/occupational guidance. However, since its enactment, the situation has not undergone any substantial change. Educational system reforms offer citizens a longer compulsory education and new curricula, and provide for training opportunities to improve their integration into the labour market. The results of these changes remain to be seen. Currently, many young persons ending their high school cannot achieve employment, and many lack the skills required by the current labour market.

As described above, the Ministry of Labor has implemented several training programs to overcome the dire unemployment situation. Most of these programs were designed to overcome the crisis and temporarily reduce unemployment in the most vulnerable sectors of the population. Unfortunately, these programs were only partially successful, because brief training courses or temporary financial assistance, are not enough to acquire the competencies required by the labour market. Thus, participants do not improve employability and, generally, the programs do not succeed in connecting participants with training or employment networks that could provide social support and allow them to improve their situation.

Many companies and intermediate organizations offer scholarships or six- to 12-month apprenticeships to the young. These measures can result in tax reductions, but due to the lack of a clear policy and properly co-ordinated actions, they end up being temporary solutions that do not always benefit the young. Evaluations indicate, in general terms, that the tasks undertaken by young people in these programs do not improve their qualifications nor lead them to improve their learning. In general, few of the young persons stay in the companies after completing their apprenticeships. The lack of coordination between the various social players — companies, unions, other intermediate organizations and the government — reduces the effectiveness of these programs.

With regard to guidance services, existing programs are, in general, sufficient for the demands of the population receiving them, but they are far from covering all the people who need them. There is a need to expand services to wider segments of the population, implement them at schools (after including them in the curricula), make sure information and guidance aspects are always available, not just at decision-making time, and integrate guidance more fully within training and employment programs. Counselling services have been mainly aimed at young people aged 16 to 25. Adults were included as guidance targets only recently, to meet increased demand by unemployed adults or young adults seeking different training or employment alternatives.

Some of the strategic issues we consider important and which need to be addressed in the future are listed below.

- Give priority to increasing the investment in education (3.9 percent of the gross national product in 1998), as budgetary restrictions hinder the implementation of reforms. (Ninety percent of the available budget is allocated to teacher salaries.)

- The growth in the schooling rate has been accompanied by a high drop-out rate (around 50 percent), deterioration of quality, an increase in inequality and educational segmentation. In other words, there has been an increase in school failures, repeats and drop-outs.

- The increase in educational segmentation is a growing concern. Since the schools were transferred to provincial jurisdiction in 1992, differences from region to region, and among schools in the same region, increased. This leads to different levels of quality which, in turn, tends to reproduce inequality.

- The challenge is to improve the quality of education for everybody. The young leaving formal schooling before having acquired basic skills will only obtain precarious jobs, and run the risk of being excluded from the labour market and from social life. It is imperative to redefine the links between education and work.

- Actions to "professionalize" the young leaving schools are important. Programs should be developed to identify and strengthen basic, interactive and social competencies. Social networks are needed to promote insertion into the labour market or act as intermediaries. Provide integral training experiences and allow individual participation and integration into better social circumstances.

- Finally, there is the need for the co-ordination of the actions developed by different public organizations in the vocational and occupational guidance area.

Key Issues for the Future

Based on our analysis of the situation in Argentina, we see some key priority areas that need to be addressed and some action that needs to be taken.

- Define a policy with regard to career guidance and education, and achieve a statutory framework to plan the actions required. Implement and co-ordinate them with existing activities to promote human resource development.

- Create a system that ensures access to career development guidance by the whole population, including both the young and adults.

- Increase the education budget, allowing for the creation of the necessary conditions to provide quality training for everybody.

- Organize and incorporate the counselling system in schools and include it in the curriculum. Its main objectives should be to prevent school failures, develop future training and work projects, identify and develop competencies, accompany the students in work learning experiences, and support them in transition periods and in the construction of their personal and social identity.

- Provide connections between school sectors and the production sphere in order to develop apprenticeships and dual training experiences.

- Implement programs allowing all children and young people to access and complete their studies, as well as develop permanent education, as stated in the Federal Education Act.

- Incorporate into the professional and university system, services and programs aimed at covering the guidance needs of their participants.

- Create regional information and guidance centres in strategic areas and in community environments.

- Promote the creation of a computerized data bank, connected to education and employment organizations at national, regional and world levels.

- Implement remote information and counselling systems for towns located far from urban centres.

- Implement retraining and ongoing training programs for counsellors.

- Promote the design of instruments and resources for counselling activities and the ongoing evaluation of innovative practices and resources to ensure their effectiveness.

- Co-ordinate career development guidance programs in the schools from the ministries of Culture and Education, and Work and Social Security. Also co-ordinate the national, provincial and local levels responsible for training.

Required Steps

Nine steps are required to implement the proposed actions outlined above.

1. Increase the national budget for education required to sustain the reforms proposed by the Federal Education Act.

2. Co-ordinate the educational levels and cycles to facilitate transition and continuity, and ensure horizontal and vertical mobility for EGB, polimodal, post-secondary and university students.

3. Train counsellors by professionalizing the services, defining the rules of professional practice and developing guidance competencies.

4. Increase university participation in the training and upgrading of EGB and polimodal teachers.

5. Carry out research regarding various educational and employment careers for young persons and adults, in issues such as gender, family and school socialization, and the social context.

6. Define ethical principles for counselling.

7. Develop educational, vocational and occupational guidance programs taking into account cultural diversity.

8. Promote the creation of a national centre for education and employment information and guidance. Put this centre in charge of designing research projects, instruments and techniques, producing educational and occupational information at regional and national levels, and developing counsellor education and training programs.

9. Create a permanent consultation forum of educators, representatives of the work and production sphere, government officials, politicians and representatives of the professional counselling associations.

Reference

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8. CAREER DEVELOPMENT IN AUSTRALIA

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The Australian Context

Australia is a large island (about the size of the United States) with a population of about 18 million, living mainly in urban environments on the eastern seaboard. Distance is a major issue in communication. Australia has a strongly multicultural population and a small but significant group of Indigenous peoples.

The Structure of Government

Australia has a federal system, comprising the national Commonwealth government and eight state and territory governments. The Commonwealth government collects and distributes taxes to the states and territories on a formula basis determined by the Commonwealth Grants Commission. These funds are distributed across service areas such as education, health, law and order, etc. There is also a system of local government that attends to traditional matters such as roads, rates and rubbish.

At the Commonwealth level, the portfolios (ministries) of Education, Training and Youth Affairs, and Employment, Workplace Relations and Small Business, have primary roles in the career information and services field. There are similar government portfolios at the state and territory level, with a more local focus.

The career information and services policy agenda is largely managed through the Ministerial Council of Employment, Education, Training and Youth Affairs (MCEETYA), composed of relevant ministers from the Commonwealth, states and territories. In the careers field, the MCEETYA is advised by the Career Education Task Force composed of senior bureaucrats from related portfolios in the school education and technical (vocational) education sectors.

The Internal Environment

The Commonwealth regards the preparation of young people to engage actively and productively in social, economic and political life, as one of the most vital tasks of any society. Australian research shows that the reluctance of many employers to hire young people is driven as much by their perceptions of the attitudes and values of the coming generation as it is by a perceived lack of basic skills. Research indicates that in addition to good literacy and numeracy skills, employers value communication skills, maturity, a willingness to learn, good presentation and work habits, stability and reliability, the ability to work in a team and loyalty to the firm. Employers frequently complain that young people have learned little in school that gives them an understanding of what it means to work regular hours in a business enterprise. Employers have indicated they are less likely to consider hiring young people who do not possess these basic personal attributes.

It is obvious that young people will not move into jobs unless employers are willing to hire them, and high levels of youth unemployment will not be eliminated until young people are as attractive to employers as older workers. Therefore, an effective strategy to address youth unemployment must address both the perceptions of employers and the realities (such as they may be) which give rise to these perceptions. The Commonwealth government is, therefore, pursuing institutional reform, both on the side of education and training, and on the side of government welfare and service provision.

All Australian governments, at the Commonwealth and state/territory levels, have invested considerable effort and resources in encouraging young people to remain in school to complete a full secondary education and also in the expansion of opportunities to engage in post-secondary education, particularly higher education. The following statistics show the effects of such policies:

- In 1984, 45 percent of young people beginning secondary schooling stayed to complete a full secondary education. In 1997, over 70 percent of young people completed a full secondary education.

- In 1985, 39.6 percent of 19 year olds participated in some form of education or training. In 1997, the proportion was over 54 percent.

- In 1984, 39 percent of young people who had left school in the previous year went on to further study or training. In 1998, the figure had risen to 58 percent.

Australia has entered the age of mass participation in education and training. Young people in Australia enjoy unprecedented levels of access to post-secondary education and training and represent the best-educated generation in the history of our country. This increase in participation in education and training was matched by, and was in part a response to, a sharp decline in opportunities for full-time youth employment, as the economy restructured toward industries requiring higher skill levels than many young people could provide. At the same time, increased retention at school has delayed the age at which many young people begin full-time employment, reducing the wage differential between older and younger employees.

In August 1984, approximately 432,100 Australian teenagers (33.7 percent of the teenage population) were in full-time employment. Almost 15 years later, in January 1999, some 223,400 Australian teenagers (17.0 percent of the teenage population) were in full-time employment. In the recession of the early 1990s, the unemployment rate of teenagers looking for full-time work rose to over 30 percent, but had declined to 24.1 percent by January 1999. Full-time unemployed youth now account for 5.4 percent of the 15 to 19 age cohort.

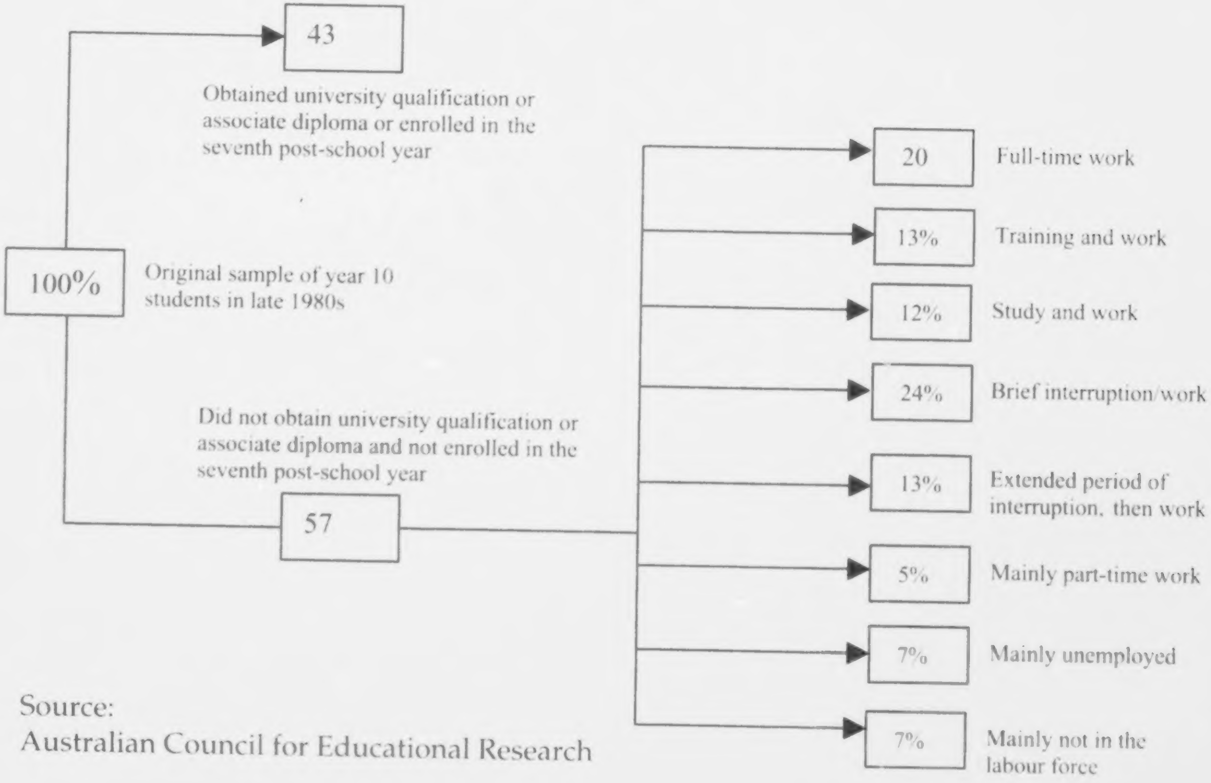
A recent analysis tracking the experience of school leavers from the late 1980s over a seven-year period showed that approximately five percent of young people were engaged in mainly part-time work across the first seven post-school years. A further seven percent were mainly unemployed during their transition from school. There was a further group of school leavers (some seven percent) who were mainly not in the labour force and not being studied from the time of leaving school. This situation is summarized in Figure 1.

The Education and Training System

The Australian Qualifications Framework (AQF) provides a comprehensive, nationally consistent, yet flexible, framework for all qualifications in post-compulsory education and training. The Framework was introduced Australia-wide on January 1, 1995, and is being phased in over five years, with full implementation by 2000.

The AQF was developed under instruction from a state, territory and Commonwealth education and training ministers meeting as the MCEETYA. It was in response to a decision by the MCEETYA that the overall system of qualifications needed to support the reforms in vocational education and training. The Ministerial Council has established the AQF Advisory Board to protect the AQF qualification guidelines and to promote and monitor national implementation of the AQF.

Figure 1: Pathways of School Leavers Measured over the First Seven Post-School Years


100%
Original sample of year 10 students in late 1980s
43
Obtained university qualification or associate diploma or enrolled in the seventh post-school year
57
Did not obtain university qualification or associate diploma and not enrolled in the seventh post-school year
20
Full-time work
13%
Training and work
12%
Study and work
24%
Brief interruption/work
13%
Extended period of interruption, then work
5%
Mainly part-time work
7%
Mainly unemployed
7%
Mainly not in the labour force

Source:
Australian Council for Educational Research

The key objectives of the AQF are to:

- reflect closer integration of learning and work at all levels of the workplace;
- rationalize school qualifications, industry qualifications, vocational and academic qualifications into a single system of 12 qualifications;
- encourage continuous upgrading of knowledge and skills in areas previously without specified standards of competency or educational expectation;
- support flexible education and training pathways between schools, technical and further education (TAFE) institutions, private training institutions and universities, training in the workplace and lifelong experience;
- encourage parity of esteem between academic and vocational qualifications; and
- provide a clear and rational structure in which an increasingly deregulated training market can maintain credibility within the overall education and training system.

As Australia is a federation of state, territory and Commonwealth governments, the implementation of the AQF is the responsibility of state and territory governments, through their legislated authorities, including institutions. The system is summarized in Figure 2.

Figure 2: Summary of the Australian Education Sector

Schools Sector	Vocational Education and Training Sector	Higher Education Sector
		Doctoral degree
		Master's degree
		Graduate diploma
		Graduate certificate
		Bachelor degree
	Advanced diploma	Advanced diploma
	Diploma	Diploma
	Certificate IV	
	Certificate III	
	Certificate II	
Senior Secondary Certificate of Education	Certificate I	

Schools Sector

Young people may attend government or non-government schools. Under both a tax-sharing and a quadrennial funding arrangement, the Commonwealth distributes funds to the states and territories which, in turn, are responsible for the school education system. The quadrennial funding is tied to national priorities (e.g., the improvement of literacy and numeracy outcomes for students). Generally, however, state and territory governments can and do operate independently in relation to school education policy and practice.

School education is generally divided into preschool, primary, junior secondary and senior secondary. The age of the student and stages vary slightly from state to state. Most children enter preschool around the age of 5. Primary school is generally years one to seven (ages 6 to 12 approximately). Junior secondary school is usually from years eight to 10 (ages 13 to 15 approximately), and senior secondary school is usually from years 11 to 12 (ages 16 to 17 approximately). There is no national minimum school leaving age: state and territory governments set their own legal leaving age: usually age 15 or 16.

The options for post-compulsory education are employment or further education and training through the higher education sector or through vocational education and training. The introduction of some vocational education and training offering in schools, articulating directly to apprenticeships, has increased the attractiveness of the vocational education and training option for some young people.

Vocational Education and Training Sector

Vocational education and training (VET) is offered by a wide variety of providers, including private organizations (registered training providers), TAFE colleges with substantial public funding, adult and community education organizations and, increasingly, schools. These organizations offer a wide variety of programs from preparatory to para-professional (sometimes professional) level. (See the Australian Qualifications Framework above.)

The administration of TAFE colleges, and public funding to adult and community education providers and private training providers, is the responsibility of the states and territories through their state/territory training authorities. This includes decisions on the types of courses offered.

The Commonwealth does not fund VET providers directly but funds state and territory training authorities through the Australian National Training Authority (ANTA). ANTA is headed by an industry-based board that advises, and is responsible to, a ministerial council. ANTA liaises closely with governments, industry training advisory bodies, private and public training providers and other stakeholders to ensure the national VET system is responsive to industry and client needs.

The improvement of school–industry links has been a national priority, and there have been a number of policy initiatives in that area. The Australian Student Traineeship Foundation established, and has played a key role in expanding and enhancing, school–industry joint initiatives to help students gain direct workplace experience and develop vocational skills before leaving school. Vocational education programs in senior secondary schools have been expanded. In 1998, about 75 percent of Australia's 2,458 schools and some 90,000 students were participating in VET in-school programs. Apprenticeships/traineeships in schools are provided in addition to general vocational education. Work placements in schools are broadening the range of ways in which students can participate in VET. The policy is based on the premise that the partnership between schools and employers enhances both employment and education for young people. The introduction of key competencies — those essential for the effective participation in the emerging patterns of work — in schools is designed to improve young people's preparation for employment. Likewise, the introduction of enterprise education is based on the need to move away from the assumption that all students will become employees. Through enterprise education initiatives, schools are now working toward a learning culture in which more students will be enthused about, and equipped to identify, create, initiate and successfully manage, personal, business, work and community opportunities.

Higher Education

Australian universities are autonomous, self-accrediting institutions, established by Commonwealth, state or territory legislation. These legislative instruments vest responsibility for governance and management in a governing body (a council or senate) which is accountable to the state or territory government (and in the case of two institutions, the Commonwealth). However, the Commonwealth plays a pivotal role in higher education policy and administration, flowing from its responsibility for funding public higher education institutions.

Employment Services

In 1998, the Commonwealth government implemented a fully competitive framework for the delivery of its labour market policies. Job Network replaced the 50-year-old, government-funded Commonwealth Employment Service (CES). Job Network is a national network of more than 300 private, community and government organizations contracted by the Australian government. Job Network members offer flexible and tailored assistance to job seekers depending on their level of need under five categories ranging from job matching to intensive assistance. Almost 30 percent of Job Network organizations provide one or more services to disadvantaged groups, including youth, older job seekers, people with disabilities, lone parents, Aboriginal and Torres Strait Islander people, women, people of non-English-speaking backgrounds and the long-term unemployed.

The gateway to Job Network is Centrelink, which provides, among other thing, a uniform national service for registering job seekers, administering unemployment benefits, assessing job seekers' eligibility for labour market assistance, referring clients to Job Network assistance, administering the activity test and enforcing compliance with conditions of income support. There are around 290 Centrelink customer service centres across Australia.

Career Choices and Decisions

Critical career choice decisions by young people are usually made at the end of junior secondary school (i.e., subjects chosen for senior secondary school influence options for further education, especially tertiary entrance) and senior secondary school (in relation to education, training and employment options). Increasingly, school-based vocational education offerings in the last two years of school have the potential to influence career choices from secondary school. Some argue that vocational courses in schools can limit a young person's choices too early, while another camp argues that, because these courses can articulate through to higher levels of education and training, they prepare young people more effectively for employment or education and training. Generally, decisions are made on the basis of parental, teacher and peer influences, rather than formal selection processes, although specific criteria apply to university entrance.

Other critical decision points are at the transition between school, employment or unemployment, and further education. Recent global economic and technological changes have resulted in more older people becoming unemployed and seeking alternative occupations.

Current Provision of Career Guidance Services

Although there is no overarching national policy on career guidance services, Australian governments have adopted a number of strategies to improve outcomes for young people. Some of these are:

- Focus on the achievement of minimum standards by all students in basic skills such as literacy and numeracy in schools.

- Reform the content of senior secondary education, in particular, by increasing quality vocational orientation and the opportunities for young people to gain experience in business enterprises while still at school.

- Develop alternative post-school pathways, especially through the expansion of apprenticeship-type opportunities from traditional trades (which tend to be in industries with little job growth) to those industries (e.g., information technology, communications and services) where rapid job growth is occurring.

- Broaden the role of schools (and their links to the communities they serve) so they are better equipped to assist students suffering multiple obstacles to successful study and become proactive in linking young people to post-school employment.

- Provide information on the options available to young people in both education training and the labour market.

The Commonwealth government develops and distributes, in print and via the Internet, a range of occupational and labour market information products to assist individuals in career planning and decision making. The most significant of these products is the *Job Guide*, provided to all year-10 students in Australia, as well as being generally available to the public.

A career counselling program for the unemployed, especially young people, was introduced in 1998. A number of other programs at the Commonwealth and state/territory level incorporate various forms of assistance with career decision making (e.g., Job Pathways). Program brokers assist some young people to negotiate the transitions between school and employment, the Vocational and Educational Guidance for Aboriginals Scheme (VEGAS) funds projects for Indigenous school students and their parents, providing information about career and education options and developing positive attitudes toward participation in education.

The Commonwealth also operates a network of 12 career information centres which contain career information resources and offer service to the general public, job seekers, school groups, rehabilitation clients, migrants, etc. A network of Job Network Access centres gives job seekers access to information, computers, faxes, copiers and phones free of charge to assist them in their job search. ANTA funds the National Training Information System on the Internet, and the Commonwealth, state and territory governments contribute to OZJAC, a job and course explorer available on subscription on CD-ROM.

A strategic priority for the next 18 months for the Commonwealth Department of Education and Training is improving the information available, including careers information, that helps to guide choice within the education and training system. The Commonwealth is undertaking a scoping study in relation to a proposed national on-line career information system and, with the states and territories, through the MCEETYA, the

Career Education Task Force is examining the national requirements for career information advisory services. Through these initiatives, we hope to optimize outcomes for people in transition between school, work and further education, and to improve Australia's responsiveness to changes in the structure of industry, jobs and the labour market. It is also looking at the integration of career management skills into a range of other program and policy areas.

For the school sector, the 10th national goal in the 1989 MCEETYA is the provision of appropriate career education and knowledge of the world of work. The MCEETYA Taskforce for National Goals in Schooling is developing revised national goals. We understand that matters relating to career education are likely to remain prominent in the revised goals.

Currently, there is no explicit national policy statement for the role of career education and advisory services in the VET sector.

With regard to the university sector, the Australian Vice-Chancellors' Committee (AVCC) published guidelines in November 1997 outlining the expectations and responsibilities for the universities and their students. These guidelines are intended to assist universities to formulate their own detailed statements and are not binding on AVCC members or other universities. Policy and provision of career education and advice in the higher education sector are the responsibility of individual institutions.

Delivery of Career Services in States and Territories

There is no single agency in each state/territory responsible for providing career education and advisory services to students in all sectors. With the exception of systemic/regional activities, decisions on actual provision are generally made at the school/institution level and, in many cases, it is not mandatory for schools/institutions to provide any or all of the range of possible career services.

Career education and advice in the education sector generally includes components of teaching and learning activities, information (including guest speakers, annual careers expos and higher education open days), counselling and experiential activities ranging from unstructured work experience to structured work placements. State/territory policy frameworks for the delivery of career education in the school sector range from explicit government-endorsed statements to implicit policy embedded in curriculum frameworks and arrangements in practice. The national schools curriculum profile for studies of society and the environment contains a "people and work" strand that provides for an emphasis on work-related education. There are very few programs at the primary level with the focus being largely on students in years nine and 10.

The variation of service delivery across states and territories reflects Australia's governmental structure. As the individual state and territorial governments have direct responsibility for education, their education authorities have primary responsibility for careers service delivery in schools. As the university sector operates independently, individual institutions have the primary responsibility for delivery. The open market approach to the vocational education and training sector means that individual providers and institutions are responsible for any careers service delivery. In the employment market, registered job seekers and unemployed young people may be referred to a career counselling program, delivered by the Commonwealth through a national provider. Depending on their level of need, unemployed people may also receive a range of services, including career guidance, from a Job Network provider.

This has resulted in each jurisdiction/sector/institution and provider choosing its own priorities and its own preferred mode of delivery. On the one hand, there is enormous diversity in the services provided under this unregulated approach, while on the other hand, there are significant examples of best practice and innovation in various parts of the country.

A demonstration of the diversity of approach in the schools sector is that while one state has a statement of career education outcomes for years seven through 12 for the guidance of teachers, it does not have a syllabus for career education. In another state, guidance counsellors take the lead role in providing career guidance in schools, with officers available to service all schools. Another state requires that its government school teachers incorporate the "people and work" strand in studies of society and the environment at least during every second year of schooling from kindergarten through to year 10. Yet another state has a common curriculum for years eight to 10 which includes career education as a compulsory 40-hour course.

Specialist career services are offered to students by most Australian universities. While these services operate differently across institutions, the key commonalities include:

- career, course and employment information, resources, advice and counselling;
- graduate destination surveying;
- career guidance programs;
- employment preparation programs; and
- graduate recruitment and employment facilitation programs.

There are a number of private practitioner organizations that specialize in various career development tools, career advice and guidance services around the country.

Careers and Information Technology

The identification of creative strategies for the use of career information technologies in the provision of career education and advice is constantly expanding. Many states and territories are developing initiatives to take advantage of opportunities in this area. In addition, the Commonwealth has developed the Australian Career Directory, an Internet site <http://www.detya.gov.au/ty/careers/default.htm> which includes a wide range of career, occupational and labour market information. In one state, The Virtual Campus, an interactive VET site allows individuals and enterprises to identify, select, enrol and participate in training services operated by TAFE institutes and private providers. This service will include a VET advisory service, an information service and a help line for students, teachers and career advisers.

The resources for, quality, use of, and access to, information technology (IT) for careers services are still variable in most sectors. At least two state education authorities are rapidly expanding IT access, aiming to have all schools and most curriculum materials on-line in the next few years.

Resources

School sector resources for career education are mostly located at the institution level with some limited allocation of dedicated personnel at systemic and regional levels. There is considerable variation in the levels and structure of staffing between and within states/territories and education and training sectors.

Some state and territory education authorities have reported that they have a dedicated policy officer for career education at the central office level. In one state, every secondary government school is allocated a career adviser responsible for developing and implementing a career education program. Each school has an allocation of 1.0 teaching staff for career education with an additional 0.2 allocation for schools with enrolments above 1,300 students. Central schools with large secondary age enrolment also receive staffing resources for career education. Many non-government schools have at least a part-time career adviser. Usually, a teacher fills the position on a reduced teaching load, or a school counsellor undertakes dual roles.

With the introduction of vocational education and training in schools, tensions have developed between the delivery of the vocational and careers agendas in an environment of scarce resources. Anecdotal reports suggest that in some jurisdictions, career advisers/teachers find their roles increasingly given over to vocational education and training co-ordination. However, in others, different people fulfil the positions of careers advisers and vocational placement co-ordinators.

Career professional resourcing in the vocation and university sectors is a matter for local institutions reflecting their corporate priorities and budgetary constraints.

Within the employment market, Job Network providers may offer career guidance and advice under their contract with the Commonwealth government to those clients receiving intensive assistance, although this is not mandated within their contract. The resources applied to Centrelink Career Information Centres are subject to national budget considerations, and there are no minimum qualifications for people delivering career information.

Education and Training of Career Professionals

Career practitioners enter the field through a range of education and training pathways. Although the numbers of qualified practitioners is gradually increasing, not all have tertiary qualifications or are members of professional organizations.

In Australia, there are approximately nine undergraduate courses with a specific career education/counselling component. The undergraduate background of most career practitioners is in teaching, psychology and social welfare or human resources management and does not entail specific career-related studies. There are four formal tertiary courses at the postgraduate level, ranging from graduate certificates to master's degrees. Distance education courses are available from two universities.

In 1992, the National Board of Education, Employment and Training (NBEET) outlined a set of professional competencies for career educators. Only the Australian Association of Career Counsellors has adopted these competencies. That association uses them as the basis for establishing professional membership eligibility. In the school sector in most states and territories, many career teachers/advisers do not have relevant qualifications although at least one state requires the completion of a six-month in-service course. Generally, careers professionals in the other education sectors have relevant qualifications.

Professional Associations

There are a number of industry bodies in the career field, and many are attempting to contribute to the growth and quality of career education and advisory services through professional development activities such as conferences, workshops and seminars and, in some cases, through their professional membership requirements. There is at least one industry association of some form in each state and territory, as well as at least two national bodies.

Current Policy Issues

In acknowledgment of the collaborative nature of this paper, it must be recognized that the identification of current policy issues depends on whether one comes from a national policy perspective or the perspective of a professional/practitioner. The following issues seem to span both perspectives.

In terms of national policy, there is general agreement that a more consistent (and perhaps, national) approach to career guidance services would enhance employment, education and training outcomes for both the national economy and the individual. It is agreed that national careers policies should assist the country to respond effectively in an environment where:

- people are making, and will continue to make, an increasing number of career/job changes through their working life;
- early school leaving increases the risk of unemployment; and
- new arrangements in the educational qualifications structure and the school/vocational education system mean that people need to be better informed about their options and how to manage the articulation possibilities which are emerging.

9. CAREER DEVELOPMENT IN CANADA A CHANGING LANDSCAPE

Team Canada*

The Canadian concept of "career" has changed during the last 30 years. In 1960, a career in Canada referred to full-time work in a single field of endeavour. Work is now described in terms of tasks rather than jobs (Betcherman et. al., 1994). Few people will remain with the same employer for an entire "career," and lateral rather than vertical progression is more often the norm. Knowledge workers are in high demand, and the intellectual capital of a company has become the most important aspect of a company's business (Horibe, 1999).

In the past, Canadians needed to undertake career development planning at only a few major decision points. Now they must frequently consider new alternatives. As a result, career education and career assistance can no longer be considered optional. Career education must be in the mainstream of the education system and expose students to the reality of a multi-skilled, flexible work environment in which continuous learning is fundamental. Career assistance should be readily accessible for workers and work seekers. There are many challenges and obstacles to achieving these outcomes for students and workers.

Changes in the provision of career development services are driven by:

- shifts in responsibility for the delivery of social programs, from the federal to provincial/territorial, and from the provincial/territorial to the community level;
- changes in the funding of education, training and labour force programs;
- an emphasis on *individual responsibility* — providing people with the tools to help themselves;
- a move in public support from "welfare" to "employability development";
- the impact of technology as a tool to prepare for education, training and employment;
- a co-ordinated effort across jurisdictions to implement standards for the delivery of career development services; and
- efforts by governments to stimulate a business and industry focus on the connection between school and work.

Career Development in Canada — the Context

Canada does not have a national career development delivery system. There is no national federal ministry responsible for policies, programs, delivery systems and funding related to career development services. Responsibility is divided among federal, provincial/territorial and municipal levels of government.

Career Development in Education

Constitutionally, education comes under provincial/territorial jurisdiction. Each province/territory has an autonomous education system. Some co-ordination of educational policies and initiatives does occur through the Council of Ministers of Education — Canada (CMEC). However, career development has not yet been recognized by the CMEC or provincial/territorial education ministries as a priority area of concern.

Canadian elementary and secondary schools are, in the main, governed by local elected school boards that are independent agencies within the province/territory. In some cases, the school boards are affiliated with a particular religious denomination or official language. Each school board must abide by directives issued by its ministry of education. Guidelines covering guidance services are largely optional with the exception of mandatory guidance courses in *some* boards. Thus, career development varies significantly across provinces, within a province or territory, and often from school to school.

Colleges, institutes of technology, vocational centres and universities also have complete control over their career development services. There are no provincial/territorial or federal career development guidelines for post-secondary institutions. Within education, there is no mechanism to impose standards for career development education or services.

Career Development Services for Adults

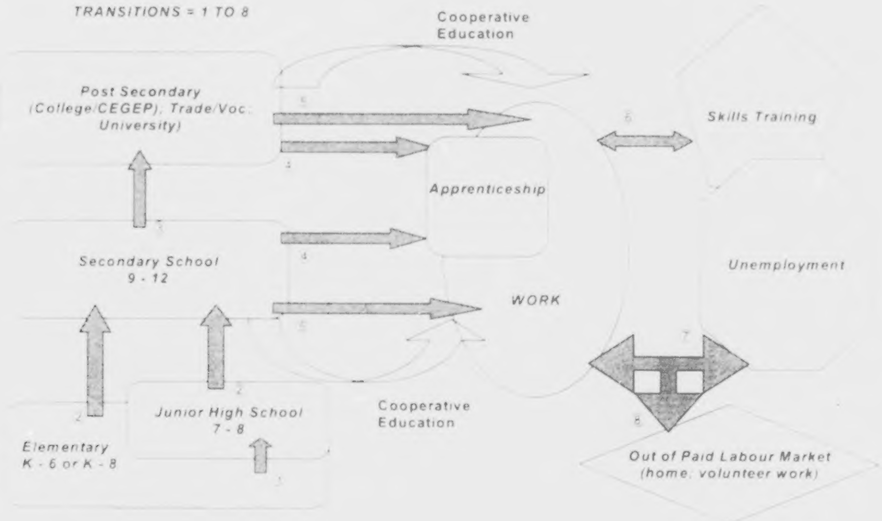
Historically, the federal government assumed primary responsibility for labour market matters, including training and career development. The situation is changing as the responsibility for most labour market matters devolves to the provinces/territories.

Since 1935, Canada has had a national employment service. In principle, all unemployed adults have access to employment services through Human Resources Development Canada (HRDC) offices across the country. Employment services evolved to include career planning assistance, employment counselling, job search assistance, financial support for employment-related training and job placement.

HRDC also has a mandate to support the growth and practice of career development and the development of career and labour market information. The Department is responsible for the National Occupational Classification (NOC) system. It produces both a range of career development materials and supports non-government organizations in the development and distribution of career materials. While the delivery of direct services to clients is moving increasingly to the provinces, HRDC still continues to provide leadership in a career development support role.

The provinces/territories have the right to regulate career development services for adults. Only one province, Quebec, has licensing requirements for professionals who offer career development services. However, some federal or provincial/territorial control is exerted over non-government service providers when services are *purchased* by government departments or agencies. Some provinces have their own adult and youth career centres that offer career planning, job search assistance, counselling and placement services. Provinces also develop new career materials and practices, and some provinces (notably Alberta) are much stronger than others.

Figure 2 - The Key Career Transition Points


TRANSITIONS = 1 TO 8
Cooperative Education
Post Secondary (College/CEGEP), Trade/Voc. University)
5
3
Skills Training
6
Apprenticeship
3
Secondary School 9 - 12
4
Unemployment
WORK
5
1
7
2
2
Cooperative Education
Junior High School 7 - 8
8
Elementary K - 6 or K - 8
1
Out of Paid Labour Market (home, volunteer work)

Career Development Transition Points

There are eight key transition points (Figure 1) where guidance and career counselling are often necessary.

Transition point 1 (elementary to junior high school)

In most provinces and territories, sixth grade students move from elementary to local junior high school. When students are faltering, they may be held back. The teaching staff, school counsellor and parents may decide to hold them back. Preparation for this transition is not elaborate. It

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may include visits by counsellors from the junior high school to discuss the change, or visits by pupils to the new school.

Transition point 2 (junior high to secondary school)
The transition from junior high or intermediate to secondary school is becoming more complex. In some areas, different schools offer different programs. Some schools cater to gifted or special needs students. Counsellors offer guidance to students and parents about the kind of programs available. Choices made this early can limit future educational and career options.

Transition point 3 (secondary to post-secondary school)
Both students and society make a large investment when someone pursues post-secondary education. The choice of education program is important and is often the strongest component of guidance given by high school counsellors.

In contrast, very little guidance is given to the student majority not pursuing post-secondary education immediately.

Transition point 4 (secondary/post-secondary school to apprenticeship)
Apprenticeship is an under-used program in Canada. Less than five percent of Canadian workers are employed in an apprenticeable trade (National Apprenticeship Committee, 1997). The apprenticeship program is a co-operative endeavour of HRDC, the provincial ministries, employers and unions. An often heard complaint is that career development materials and counselling aimed at encouraging people to enter apprenticeships and the trades are lacking.

Transition point 5 (secondary/post-secondary school to work)
The largest number of new labour force entrants move from secondary or post-secondary schools into the labour market. A number of studies show that, generally, higher levels of education lead to a higher probability of getting a good paying job (Task Force on Transitions into Employment, 1994). Those who leave high school before graduation fare the worst.

The availability of appropriate career materials, especially labour market information, in secondary and post-secondary schools is critical to successful transitions. Many students also would benefit from access to a career guidance counsellor. For the majority, this does not happen. Co-operative education programs play an important role by providing a bridge between school and work experiences. Few students access co-operative programs.

Transition point 6 (work to skills training)
Outside the formal education system, it is even more difficult to access the services of a career development practitioner. Those who can pay may obtain career services from private agencies. A few employers offer their own comprehensive career services.

Transition point 7 (unemployment to work)
Many of Canada's unemployed find themselves repeatedly without work. Some have employment integration problems that can only be addressed through in-depth assistance. A variety of career development services are needed to help the unemployed successfully get back into the work force and remain there. A large percentage is eligible for assistance from federal or provincial employment offices, or agencies contracted by these offices. Often, the criterion for services is being in receipt of some employment or assistance insurance.

Transition point 8 (out of labour market to work)
Canada's workplace is constantly changing. Being out of the labour market often means being out of date. People re-entering the labour market will usually require career development assistance. Most people who have been completely out of the labour market for some time, who are not on any form of assistance, are not eligible for assistance from the federal or provincial employment services.

Clearly, there are many service gaps in the provision of career development to Canadians.

Career Development Services in Canada — the Current State

What Constitutes Career Development Services?

Career development services in Canada comprise at least the following:

- Career education is delivered in the provincial/territorial school systems, as well as in post-secondary institutions by teachers and guidance counsellors. It provides students with knowledge of their skills, interests, talents and motivations, and information on post-secondary and labour market options.

- Career counselling helps people clarify their aims and aspirations, make informed decisions and manage career transitions through training, coaching and mentoring. It is provided by secondary and post-secondary school career/guidance counsellors and community agencies, and by a growing number of private practitioners.

- Employment counselling is usually provided by federal Human Resource Centres, provincial/territorial employment offices, agencies contracted by government, community agencies that work with specific clientele and outplacement organizations. It helps people clarify their employment goals, understand and access training opportunities, and learn the skills needed to look for, and maintain, employment.

- It is not easy to present a clear picture of who provides career development services. There are several reasons for this.
  - Career development services are not integrated across all the transition points. Service delivery is fragmented and in a state of rapid change.
  - Career development practitioners may offer more than one kind of service to more than one type of client.
  - Only one Canada-wide survey of "career and employment counselling" has ever been undertaken (Conger et al., 1994). It only sampled public and community-based, not-for-profit providers. No survey information is available on private for-profit providers, services provided by employers, or individual career practitioners.

This one survey reveals that career development services are not evenly and equitably available across the country. Table 1 is a summary of the current provision of services. It is an oversimplification of a situation that is ever changing. A more detailed explanation of the situation follows.

Career Development in the Schools

Career education and counselling are not evenly provided by schools in Canada. A minority of ministries of education provides specific funds for educational and career guidance (in a ratio of about one counsellor for 480 students). Virtually all the funding is for salaries with little left for career development materials.

However, things are changing. There is increasing interest in career development services and co-operative education programs. Youth employment initiatives that include career development activities are increasing. The trend is toward the provision of career education through the regular school curriculum. A number of provinces/territories have introduced career development courses that carry credits toward graduation.

Table 1: Overview of Career Development Services

Transition Point	Type of Career Development Service	Category of Service Provider	Type of Clientele
1 Elementary to Junior High/Intermediate	Career education	– Elementary school counsellor – Teachers	– Elementary school students
2 Intermediate or Junior High to Secondary	Career education	– Intermediate/junior high counsellor – Teachers	– Intermediate/junior high school students
3 Secondary to Post-Secondary	Career education Career counselling	– Secondary school counsellor – Teachers	– Secondary school students (diploma)
4 Secondary or Post-Secondary to Apprenticeship	Career counselling	– Secondary school counsellor – Community-based agency	– Secondary school students (diploma and no diploma)
5 Secondary or Post-Secondary to Work	Career education - work experience Career counselling	– Secondary school counsellor – Post-secondary school counsellor – Co-operative education co-ordinator	– Secondary school students (diploma and no diploma) – Post-secondary school students (diploma and no diploma)
6 Work to Skills Training	Career counselling	– Private practitioner – Company career services – Adult education co-ordinators – Community-based agency	– Employed worker
	Employment counselling	– Community-based agency – For-profit employment service – HRDC/provincial/territorial employment centre	– Unemployed (immigrant or special needs client) – Unemployed (EI claimant) – Unemployed (social assistance recipient)
7 Unemployment to Work	Employment counselling – career information – placement services	– Community-based agency – For-profit employment service – HRDC/provincial/territorial employment centre	– Unemployed (EI claimant) – Unemployed (social assistance recipient)
8 Out of Labour Market to Work	Employment counselling – career information – placement services	– Community-based agency – Provincial/territorial employment centre	– Women returning to work – Social assistance recipient – Long-term unemployed not entitled to EI benefits

Career development services in elementary and junior high schools

Guidance counsellors are employed in some schools at this level and focus on students in grades 6 to 9. They deal largely with school and personal adjustment problems and work with individual students and parents.

When career development is included in the curriculum at this level, it is delivered by classroom or resource teachers, not counsellors.

Career development services in secondary schools

The provision of guidance and counselling in Canada's secondary schools has a long tradition, but not every student has access to a counsellor. Research involving 758 schools in Alberta suggests that only about one in four secondary students gets individual counselling.

Students who do see a counsellor may receive assistance in program planning, course selection or provision of information about the student's current school. Career counselling activities generally centre on the preparation of a career action plan — usually post-secondary education. Little orientation to labour market information is included.

Mandatory curriculum for career development is increasingly being adopted by secondary schools and taught by regular classroom teachers. The courses usually contain some combination of career planning, personal exploration, accessing computerized career information and a brief interview with a counsellor.

Since career development is still not seen as a mainstream subject, finding classroom time is challenging. Finding teachers who are truly enthusiastic and trained to teach career development is another major challenge.

Employers, unions and the schools are all realizing there is too little learning about the world of work in schools. Co-operative education, work experience and high school apprenticeship programs are intended to provide a bridge between school and work. These programs are being more actively promoted, often with a career development component attached to them.

Career development services at the post-secondary level

Almost all colleges, institutes of technology, universities and vocational centres offer career services that include student placements into work experience and volunteer, summer, part-time and full-time employment. Some faculties require all students to take mandatory non-credit courses in career planning. Many institutions also offer credit courses in career development.

Those who seek career services at a post-secondary institution probably do access appropriate individual help, but Conger et al. (1994) suggest that just 10 percent of them ever use these services. Moreover, career information and job placement services typically are used at the end of programs rather than earlier. Many career centres and placement services run workshops on job search methods, interview techniques, preparing a résumé and starting a business.

Career Development Services Outside the Education System

Career development services provided outside the education system are generally restricted to youth of school-leaving age and adults.

Youth unemployment in Canada remains high, and both federal and provincial government departments have implemented large youth employment transition programs. Outside of the education system, career development services are available from:

- HRDC (Human Resource Centres);
- provincial/territorial employment and resource centres;
- community-based agencies;
- private for-profit groups contracted by government (outsourcing);
- private for-profit employment placement firms (headhunters);
- private for-profit career/employment (outplacement) service firms and private practitioners; and
- employer (company sponsored) career programs.

Provision by the Employment Authorities

Among governments, the federal level through HRDC has been the single largest and most important provider of career development services outside the education systems. Before the federal government devolved responsibility for labour market matters to the provinces, HRDC had 450 points of delivery and employed over 950 employment counsellors across the country.

HRDC still actively delivers a broad range of career development services in at least half of the provinces/territories but *only* to Employment Insurance (EI) claimants or people who had been on claim within the last three years. Both HRDC and the provincial/territorial employment and resource centres are making increasing use of client self-service. Almost all labour market information is available from self-serve computer terminals. Clients fill out EI claims autonomously. Computers even help clients identify their career development service needs.

Provinces/territories are now increasing their provision of career development services. Some, like Ontario and Alberta, have made the provision of employment services mandatory for a majority of social assistance recipients. Alberta targets assistance for people with multiple employment barriers. The profile of the adult client needing career assistance is expanding to include increasing numbers of highly skilled or educated clients whose only barrier is labour market opportunity. This new client group represents new needs for services. Access and training are both implications.

Community career resource centres are found in a number of locations. They typically serve youth and adults in transition. Their funding comes, at least in part, from the provincial/territorial government. The centres usually have a library of print and video materials related to career planning and job search. Individual and group counselling is often offered. The centres are operated either by the province/territory or a community group.

Service Delivery by Community-Based Groups

Career development services provided by community groups and social agencies tend to be focussed on specific clientele, e.g., youth, women, Aboriginal people, persons with disabilities, Workers Compensation Board rehabilitation clients and so on. Several levels of government often fund the non-government groups and agencies providing service. Funding is generally provided only one year at a time so agencies are frequently focussed on survival, not service. Community agencies work closely with HRDC and provincial/territorial offices. They provide a more intensive level of service than the government offices — usually working with "hard to place" clients.

Private Sector (For-Profit) Service Providers

Relatively few youth and adults obtain career development services from private, for-profit organizations. But for-profit companies are steadily increasing their share of service provision. Three types of organizations are involved:

- companies contracted by government (usually HRDC) to provide employment counselling services;
- outplacement firms and career planning consultants that serve both employers and individuals; and
- recruitment agencies (headhunters).

In the past, HRDC contracted not-for-profit agencies to provide counselling services to specific target groups of clients. More recently, HRDC has begun contracting for-profit companies to provide employment counselling to its mainstream clientele (i.e., EI-eligible clients).

Looking at the Internet and in newspapers, we see about 200 firms that offer outplacement services. Their clients are both employed and unemployed individuals and companies. Individuals pay a fee for the assistance they get. Services include group information sessions, individual counselling interviews, help in accessing labour market information, résumé preparation and job search. Outplacement firms also provide employment counselling and job search assistance to employees laid off by a company. The company pays for this service.

Recruitment agencies are solely in the "placement" business. They charge the employer a fee for finding employees. These firms are most active in the recruitment of office help, day labour, technology staff and management-level candidates. The agencies usually do not provide any career development services other than job placement.

The Role of Employers

Earlier, we noted that school youth do not get much "career guidance." Employers all over Canada are moving to address this shortcoming by participating in work experience and co-operative education programs and career fairs. Employers are participating in an expanding number of federal and provincial/territorial government youth employment programs.

Some employers offer a career planning service for their own employees. Counselling is typically provided to three types of employees: new hires, those who want to "get on with their careers" and those requesting help with specific problems. Many larger companies have career management systems. Designated senior staff members provide guidance and help to employees in planning and managing their careers within the company.

Training and Qualifications of Career Development Practitioners

Except in Quebec, which has its own regulations, all guidance counsellors in Canadian elementary and secondary schools must be licensed teachers. In the post-secondary system, career development staff are normally university graduates, but not licensed teachers. Those offering career counselling usually have a master's degree. If they are employed as psychologists, they must be licensed to practise in their province/territory.

In Quebec, every school has vocational guidance counsellors. They must have a master's degree and specialist training in guidance and counselling. They do not need a teaching background. Quebec school counsellors also have to be registered members of the provincial counsellors' association. Other than Quebec, career development services are not regulated.

Faculties of education are the principal source of counsellor training. Their programming is designed for guidance counsellors working in the school system, where much of the counsellor's time is spent in personal/social counselling. Most of those with some specialization in career and employment counselling offer fewer than two courses.

Programs at the community college level are growing. Within the last four years, additional programs have been introduced in Alberta, Saskatchewan, Ontario and New Brunswick. As a result, about half of Canada's secondary school and college counsellors have taken two or more courses in career development.

The most developed "home" for career and employment counsellor training has been in the large organizations that employ counsellors. Their programs have been designed around the specific needs of the organization. HRDC's competency-based training program is an outstanding example. Unfortunately, most of this training has been restricted to counsellors within the organizations.

Current Policy Issues

Leadership in Career Development

Bring the players together to move in a common direction

Leadership in career development in Canada is fragmented. Those concerned with career development issues and needs do not have a common voice with influence. Policy makers are unable to point to one professional association or point of contact that speaks for the career development community.

Career development is both a social and economic policy issue. It is at the foundation of the school-to-work transition process. How, or if, it occurs greatly affects the efficiency and competitiveness of the Canadian economy. Yet, no one in government speaks to the career development issue when social or economic policy is debated at the national level. Attempts are occasionally made to put career development on the policy agenda but little action has resulted.

To draw attention to the need for leadership in career development, the Canadian Labour Force Development Board convened a series of leadership forums across the country in early 1995. Provincial/territorial and national participants agreed that a leadership council was needed to build bridges between career development practitioners and those involved in public policy. No council has yet been established.

On the other hand, national organizations such as the Canada Career Information Partnerships, Canada WorkInfoNet and Canada Career Consortium — all funded by HRDC — are now in place, and leadership is emerging from their efforts. Not-for-profit national organizations, such as the Canadian Career Development Foundation and the National Life/Work Centre, are working to advance career development. In many provinces and territories, career development action groups and associations are forming to advance practice. There is much momentum in Canadian career development and room for optimism. There is also much to be accomplished.

Bring coherence to the delivery of career development
Career development services are provided in many different organizations, but it is difficult for clients to find their way to the right service. The delivery system needs to be more transparent.

There are three major hurdles to overcome.

- **Efficiency.** In an efficient system, need is matched to the service provided. Instead of providing one-on-one service, self-service or group help might be the better option. Little work has been done on mapping out the types of interventions that best suit different client needs.
- **Disconnectedness.** There is no natural transition for students leaving school to enter the work force in terms of where they go for career development assistance. This affects some 60 percent of youth.
- **Gaps in service.** In addition to youth, workers laid off by employers who do not provide career transition services (outplacement), also have difficulty accessing help, along with those who have been out of the labour market for a long time. Many do not meet the criteria for free services.

Create a career development culture
The idea of managing your career, and of obtaining advice and information on a regular basis — not just in a crisis situation — should be instilled throughout life. Our culture needs to promote lifelong learning for career development.

Many Canada-wide campaigns have been quite successful in promoting an issue-centred mind set. Examples are Participaction, promoting physical fitness, and Don't Drink and Drive. There is some evidence that the ideas for a career development culture could take hold. Examples include the innovative work done by the National Life/Work Centre on The Real Game series as well as the introduction of the idea of career-friendly communities by the Edge youth project.

Accountability for results in career development services
Conger et al. (1994) investigated evaluation and accountability for services. They found that very few points of service use any sort of planned method to assess counselling outcomes, and there was little common understanding of what the outcomes can and should be. There is progress to report. HRDC has introduced a comprehensive accountability framework for the delivery of its employment counselling services. Organizations delivering the

services under contract to HRDC must demonstrate that services are effective using the same accountability measures.

The Blueprint for Life/Work Designs, a Canadian/U.S. partnership initiative, articulates career development outcomes across the life span and can provide a shared learning framework.

Resources for career development — the funding issue
Career practitioners have seen their numbers diminish substantially over the last 10 years (Conger et al., 1994). Community colleges and universities have had their budgets cut repeatedly. Staffing of the career development programs at colleges has been reduced, as has the purchase of materials. Many practitioners report a shortage of basic career development materials. Items that were once given to schools and community groups at no charge now must be purchased. It is slowly being recognized that funding for career materials should be made available as it is for other curriculum materials.

Students are asking for greater access to computers and the Internet for career exploration. A huge variety of career products are available over the Internet and on CD-ROM. Yet many schools can only give students 20 minutes a week in computer access time for career development purposes (Alberta Education, 1995).

Standards and Training
Work is under way on the development of guidelines/standards for career development practitioners. A framework for career development competencies has been developed and is being validated by front-line workers across Canada. Implementation of the standards will be a challenge given jurisdictional issues, but the initiative is an important contribution.

Career development is gradually becoming a recognized specialization in university and college faculties. The standards will provide a focus for training.

Key Issues for the Future

Equity in Career Development - Meeting the Needs of Diverse Client Groups
Over the next 25 years, most new labour market entrants will come from the employment equity groups, which in Canada are women, Aboriginal people, visible minorities and people with disabilities (Task Force on Transitions into Employment, 1994). We can expect to see an extraordinarily large number of people from these groups making transitions into employment. They will need career development services. Our ability to meet the demands for skilled workers in the future will be greatly affected

by our ability to help these Canadians with their career planning and development.

The challenges of the next decade with respect to career development services for employment equity clients will include:

- expanding the recruitment and training of career development practitioners from the employment equity groups;
- training career practitioners on equity issues related to the provision of career development services;
- increasing availability of career development services to employment equity clients and providing the delivery agencies with adequate funding; and
- researching and developing culturally relevant career development materials.

Creating a Career Development Service Delivery Structure

Two notions will likely form the cornerstone of any future delivery system:

- Career development services should help people manage their own career development. This is *career self-management.*

- Career development is an ongoing learning process. It is *everybody's business* and is not just something undertaken at a time of crisis.

To manage their own careers, individuals must be able to access a variety of tools and services. They need different kinds of assistance at different points in their lives. At present, there are gaps and overlaps in the services. Availability is uneven.

The answer may not lie in a consolidation of services under one or another jurisdiction, which is the current trend (e.g., putting all services under provincial/territorial jurisdiction). The solution may be found in having a better connection between diverse services.

In the future, as in the present, different agencies will have to be involved in the delivery of career development services. The services will have to be effectively linked so there is continuity of support to people.

Figure 2 shows one linkage-based model for organizing the provision of career development services in the future. The model is founded on two principles:

- the identification of client needs and provision of the needed services (not a "one size fits all" service); and
- the ability to access all services in a geographical area from one starting point.

The service delivery model describes three tiers of service. Services from all three tiers could be offered at a single career service centre. The centre might be in one building run by one organization, or spread out in different locations and run by different organizations. The service centre could even provide career services to schools.

Tier one service is largely *self-service*. It may be enough for some clients. For others, it is the first stop where career development needs are identified. From self-service, clients could connect with other services in other tiers. Tier two and three services are of increasing intensity. They focus on group or individual assistance targeted to the client's need.

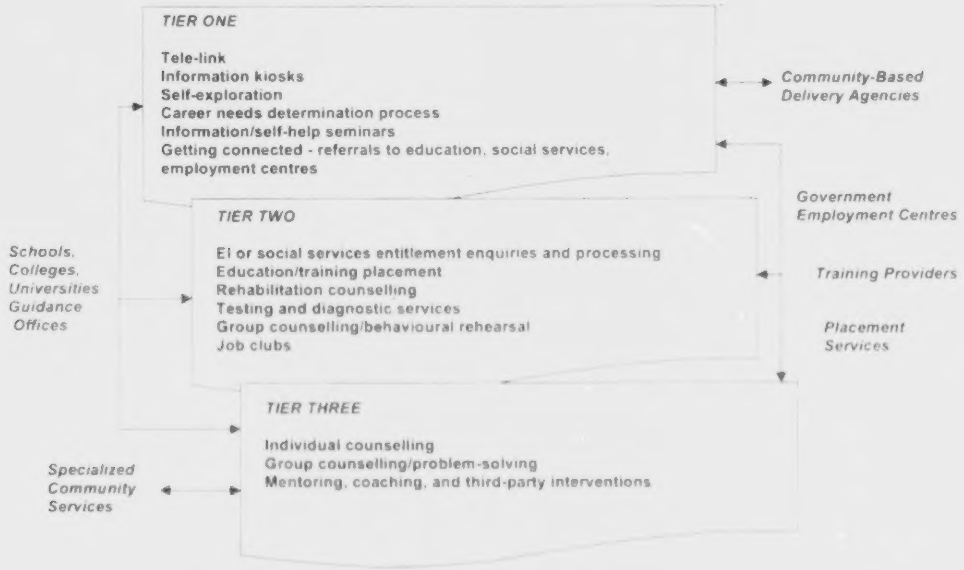
The linkage-based model of Figure 2, provides a reasonable vision of the future delivery system. However, we still face several challenges:

- Adequate research will be needed to identify the types and intensity of services required by different client groups in various labour market situations. This is critical.
- Inventories must be taken of career development services provided or planned in each geographical location.
- There must be agreement among the key government and non-government players on roles and responsibilities. (Who delivers what to whom?)
- The issue of client privacy will have to be addressed while recognizing the need for information sharing among the service delivery agencies.

Making Good Use of Technology — Not Computers or People but Computers and People

Canadian society has moved from being technology interested, to technology driven and now to being technology dependent. Computer systems are central in most service areas of our economy, including the provision of career development services.

Figure 3 - Model for Linkage-Based Career Development Services


TIER ONE
Tele-link
Information kiosks
Self-exploration
Career needs determination process
Information/self-help seminars
Getting connected - referrals to education, social services, employment centres
TIER TWO
EI or social services entitlement enquiries and processing
Education/training placement
Rehabilitation counselling
Testing and diagnostic services
Group counselling/behavioural rehearsal
Job clubs
TIER THREE
Individual counselling
Group counselling/problem-solving
Mentoring, coaching, and third-party interventions
Community-Based Delivery Agencies
Government Employment Centres
Training Providers
Placement Services
Schools, Colleges, Universities Guidance Offices
Specialized Community Services

There are a number of products and systems in regular use or under experimentation that greatly enhance peoples' ability to access and understand information about work, careers and themselves. In looking at the career development services of the future, we need to:

- Know what is out there.
- See how existing or developing systems can be fully exploited in the delivery of the services.
- Clearly situate the current and potential role of computers in an area dominated by interpersonal interaction.

Computer systems must be more than record keepers or file managers for practitioners. At the same time, computers will not replace career development practitioners, nor should they.

Computers and clients are becoming partners. Computer programs now help clients articulate their personal characteristics and even help them clarify their concerns and future directions. A similar partnership could exist between computers and career development practitioners. As partners, one can expect some aspects of their roles to be shared back and forth, and the lines of separation to change from time to time. There will soon be a computer advisory system available to coach practitioners. An innovative CD-ROM comprehensive training program for career counsellors of youth and young adults is being tested now, and evaluations are very promising.

Advancing Career Development

Canada has shown leadership in career development. Canada has contributed to advances in the theory and practice of career development. Through the CAMCRY initiatives (Creation and Mobilization of Counselling Resources for Youth), colleges, universities and individual practitioners participated in the development and dissemination of new methods and materials for career and employment counselling. Many of the new methods and innovations developed under these initiatives have become well known internationally. The Real Game Series, begun in Canada, is now internationally acclaimed. HRDC continues to fund innovative practices.

Three issues must not be lost:

- Ongoing research and development needs to be done to ensure innovation in materials and services.
- Collection and use of labour market information needs to be enhanced.
- More effective use needs to be made of computer products and systems.

Over the decades, HRDC has used three approaches to promote research, innovation and the dissemination of career development methods and materials:

- It has managed the research and publication of creative resources in-house.
- It has given grants to many organizations to develop their own projects (e.g., funding from local offices, regional offices and programs such as Innovations).
- It has directly funded major national research and development programs that fostered centres of excellence (e.g., CAMCRY).

The problem with the first approach is that governments run out of money. Governments can be catalysts, but it is the professions that must advance the field.

The second method led to the initiation of many valuable projects that continued as long as funding was provided. There were two faults in this approach: lack of insistence on professional and technical evaluation, and lack of support for the dissemination of projects. As a result, there was no multiplier effect to the millions of dollars allocated.

The third method was that of fostering centres of excellence in career development. In this case, a full scope of activities was undertaken, including planning, development, evaluation and marketing of the methods and materials.

Establishing centres of excellence may be the best avenue for maintaining an investment in career development research and innovation. Learning from these efforts and continuing to seek the most effective options will be an important foundation. HRDC is continuing to explore options through contribution agreements with national players, and by establishing and supporting networks such as the Canada Career Information Partnerships, the Canada Career Consortium and Canada WorkInfoNet. Ongoing professional and technical monitoring and evaluation will be important in learning what works best.

Final Comments

To deliver a quality service, career practitioners need to work in an environment that values their contribution. They need good tools and quality career development materials. Practitioners need professional training in the specialization of career development.

Public policy sets the stage for the provision of quality career development services. The level of government funding and support for career development contributes directly to its success. Government policies on career development reflect the value Canadians place on career development. Direct or indirect government funding determines the amount of research and development that takes place and the availability of professional training.

But governments do not act alone. In Canada, significant progress is being made through private partnerships among government departments, not-for profit organizations, private agencies and special interest groups.
In this paper, we have discussed a number of issues that should be addressed to improve the provision of career development services in Canada. Other countries likely face some of the same issues.

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Endnote

* The Canadian Career Development Foundation co-ordinated the formation of the Canadian team and the completion of the country paper. Dr. Ralph Kellett completed an initial draft of the paper. It was distributed to representatives from the Canadian career development

community for feedback, which was then incorporated into the Canada paper. The same representative group was consulted regarding the formation of the country team that attended the Symposium.

10. THE HONG KONG SPECIAL ADMINISTRATIVE REGION

Louisa Li, Careers Education and Placement Centre

Context

Governmental Structure

Hong Kong was reunited with China and became part of one nation on July 1, 1997. With the resumption of sovereignty over Hong Kong, China has implemented the principle of one country, two systems and fulfilled the promises of a high degree of autonomy — Hong Kong people administering Hong Kong. Under the Basic Law, which is Hong Kong's constitutional document, Hong Kong's social, economic and political systems continue to remain distinct from those of Mainland China. It preserves Hong Kong's usual way of life. In a nutshell, free enterprise and free trade, prudent financial management and low taxation, the rule of law, an executive-led government and efficient civil service, which are among the most important factors of Hong Kong's success, have been guaranteed in the Basic Law.

The chief executive was elected by a selection committee by secret ballot. Mr Tung Chee Hwa was elected with a majority of votes, appointed by the PRC Central Government, and assumed office on July 1, 1997.

In accordance with the Basic Law, the chief executive has selected a group of 14 people to form the Executive Council, which he must consult before making important policy decisions and introducing bills to the Legislative Council.

The Legislative Council is responsible for a wide range of tasks which include enactment of laws, examination and approval of budgets, taxation and public expenditure proposed by the government and appointment of the judges of the Court of Final Appeal.

There are two municipal organizations —the Urban Council and the Regional Council — providing health, cultural and recreational services. At the district level, the district boards are responsible for advising the government on matters affecting the interests and well-being of the people living in the districts.

Education and Training System

The Hong Kong government accords high priority to maintaining and upgrading the quality of education at all levels. In recent years, over 20 percent of the government's total expenditure has been on education; tertiary education accounts for about one third of the education budget.

Two major ordinances regulate the provision of education in Hong Kong: the Education Ordinance and the Vocational Training Council Ordinance. The former regulates items such as the registration of teachers and managers, health and safety requirements, fees and charges, and teacher qualifications. The latter covers technical colleges, technical institutes, training centres and skills centres for the disabled.

The secretary for education and manpower is the person responsible for formulating education policy, securing funds in the government budget, and overseeing the effective implementation of educational programs, while the director of education implements educational policies at kindergarten, primary and secondary levels.

Members of the community also play an important part in the planning, development and management of the education system through various executive and advisory bodies, the more prominent ones being the Education Commission, the Board of Education and the University Grants Committee.

The Education Commission advises the government on the development of education as a whole in the light of community needs. Its terms of reference include, inter alia, defining educational objectives, formulating education policy and recommending priorities for implementation. The Board of Education is a statutory body appointed to advise the government on matters relating to school administration and finance, guidance, discipline, home–school co-operation and support services. The University Grants Committee (UGC) is appointed by the chief executive to advise on the development and funding of higher education and administer public grants to eight publicly funded institutions. It also plays a major role in monitoring quality assurance in the tertiary institutions.

The Vocational Training Council (VTC) advises the government on measures to ensure a comprehensive system of technical education and industrial training. It also administers, inter alia, technical colleges, technical institutes and industrial training centres, assesses manpower needs and recommends measures to meet such needs.

Key Points at which Individuals Have to Make Decisions within the Education and Training System

Hong Kong provides nine years of free compulsory education and schooling in government and aided primary schools. Admission to Primary 1 in government and aided schools is processed through a central system designed to eliminate competition for entry to popular schools. At the end of Primary 6, all pupils participating in the Secondary School Places Allocation System are allocated free Secondary 1 places. The allocation is based on parental choices, internal school assessments and a centrally administered academic aptitude test. Secondary 3 leavers are selected for subsidized places in Secondary 4 or basic craft courses, according to internal school assessments and parental preference. Admission to Secondary 6 depends on results in the Hong Kong (HK) Certificate of Education Examination. Admission to universities depends on results in the HK Advanced Level Examination.

Current Provision

Careers guidance and employment services for secondary school students and the public at large are provided by the Education Department, the Labour Department and the Hong Kong Association of Careers Masters and Guidance Masters. These organizations work together to provide career information, guidance and employment assistance to their clients.

The Education Department

The Careers and Guidance Service Section of the Education Department promotes the development of careers services in secondary schools with a view to equipping young people with career decision-making skills and appropriate work attitudes. Its activities include:

- encouraging the establishment of a careers team in every secondary school to promote careers services;
- monitoring and supporting careers services in secondary schools;
- providing advice on careers guidance techniques and up-to-date information for careers teachers;
- organizing a training program for careers teachers jointly with the Labour Department; and
- providing resources and information services (including local and overseas study libraries) in the Further Studies Resources Centre.

The Further Studies Resources Centre serves students, parents and the general public. Careers guidance literature, journals and audio-visual materials are also available for careers teachers' reference in the Guidance Teacher Resources Centre. The Centre also functions as a venue for careers teachers to exchange ideas and conduct small group meetings.

The Labour Department

The Careers Advisory Service of the Labour Department organizes a variety of activities aimed at providing the latest career information to help young people make an informed decision on career choice according to their talents, interests and abilities. The unit also provides support services to careers teachers in discharging their careers guidance duties. To achieve its objectives, the unit provides the following services:

- maintaining the supply of up-to-date careers and educational resource materials;
- operating careers information centres for the public;

- organizing careers guidance activities including careers exhibitions, careers quizzes, outreach career days and visits to work places and careers information centres; and
- providing training for careers teachers jointly with the Education Department.

Secondary schools and individuals having computers equipped with modems may also obtain up-to-date careers information through the Service's Bulletin Information System, Careers Info Express. Access to the system is free.

The Labour Department also operates the Careers Information Centres. Each Centre is equipped with a reference library, audio-visual materials and an inquiry service. Student group visits with free coaching services are arranged to encourage more participation from the young people. All services are provided free.

The Employment Services Division of the Labour Department provides free recruitment assistance to employers and placement services to job seekers. Through the Job Matching Programme, the division provides intensive job matching and counselling services to unemployed job seekers. The division also operates the Outreach Placement Service, which offers immediate employment assistance to workers affected by downsizing.

The Employees Retraining Board

The Employees Retraining Board provides retraining for local employees to cope with structural changes in the economy. Since January 1997, the program has been extended to include new immigrants. The board has representation from government, employers, employees, training institutions and manpower planning practitioners.

Training is delivered through a network of approved training bodies, with funding support for approved courses from the Employees Retraining Fund. The government injected HK$300 million when the fund was set up. Its regular income comes from a levy charged on employers employing imported workers under the labour importation schemes.

The Employees Retraining Scheme offers a wide variety of day and evening courses mainly for employees aged 30 and over. These courses cover training on job search skills, job-specific skills, general skills and specialized programs for the disabled and elderly. Employers, as end users, are encouraged to participate as much as possible in the design and delivery of the programs. While all full-time courses are free of charge, retrainees attending full-time courses lasting for more than one week are eligible to receive a retraining allowance.

The Hong Kong Association of Careers Masters and Guidance Masters

The general objective of the Association is to help schools in their delivery of careers and general guidance services to their students. The Association ensures that members are kept up-to-date with information on educational and careers opportunities both locally and abroad. It works hand in hand with the Careers and Guidance Services Section of the Education Department and the Labour Department in providing resource materials and advice. The Association also organizes visits to welfare agencies, business organizations and educational institutions to provide exposure for teachers to better equip them to assist students.

The Association provides professional development for teachers through organizing conferences, workshops and seminars.

Careers Services at Tertiary Institutions

All publically funded tertiary institutions, (eight) operate careers services for their students. The HKU Careers Education and Placement Centre (CEPC) is given as an example of the careers services the students in Hong Kong's tertiary institutions generally receive.

The CEPC provides services in career education and in placement. On the careers education side, the Centre aims to provide students with current and authoritative information and with guidance on careers to enable them to make informed career choices. The Centre offers various programs to help students acquire self-understanding, learn about the world of work and gain working experience that will help in career decision making. The Careers Library run by the Centre also provides students with reference materials to facilitate their efforts in independent learning, career planning and job search. On the placement side, the Centre organizes recruitment activities to assist students in finding permanent employment on graduation, and temporary jobs and training opportunities during summer vacations.

The careers education program provides workshops and lectures on career planning, transferable skills training, résumé writing, interview skills, assessment methods, creative job search and workplace skills. Other services include independent learning materials, one-to-one consultation, e-mail counselling, an alumni contact network and common careers questions leaflets.

The CEPC also provides a wide range of services to employers.

Helping to develop recruitment strategies

- Provide key information on graduate supply, course information, student profiles, employment trends and salary levels.

Raising recruiting companies' image on campus

- Display company information and inviting companies to hold joint functions with the CEPC.

Attracting applications

- Provide free advertising of full-time, part-time and summer job vacancies on campus as well as through the computer network NETjob.

- Distribute recruitment materials on the main campus and in residential halls.

- E-mail recruitment materials to students.

Meeting prospective employees

- Provide free facilities for recruitment presentations and exhibitions.

NETmatch: browsing CVs of HKU students/graduates

- Employers may select suitable candidates to fill their full-time, part-time and summer job vacancies through the Web site NETmatch where HKU students/graduates enter their CVs.

On-campus selection exercises

- Make test and interviewing rooms available free of charge.

Announcement of short lists

- Announce interview and other short lists through the CEPC.

Targeted mailing

- Produce special mailings to candidates with very specific skills or qualities.

The Centre regularly conducts follow-up surveys on graduate employment, obtains feedback from employers and undertakes studies on employment-related issues.

The Centre works in collaboration with the careers services of other local tertiary institutions to publish career information, conduct studies on graduate careers and develop new computer systems for placement work.

Apart from performing the above functions, the Centre also serves as a link between "town and gown." The Careers Advisory Board provides a forum for employers in the commercial, industrial and public sectors to exchange views with academics.

Current Policy Issues

In the face of rapid change and development in Hong Kong in recent years, the following issues will undoubtedly influence the formulation of strategies and policies in the development of career services:

- In the last two to three decades, Hong Kong's economy has undergone a structural change. Previously, Hong Kong relied heavily on its manufacturing industries such as the garment, plastics and electronics segments for its livelihood. With the development of China's open-door policy in the last two decades and the reunification with the Mainland in 1997, an increasing number of factories have moved northward mainly because of lower land and labour costs. The 1991 Population Census and 1996 Population By-census show that the work force in manufacturing industries dwindled from 768,000 in 1991 to 573,000 in 1996. During the same period, the number of people employed in the service industry, including wholesale, retail, import/export trades, restaurants and hotels increased from 611,000 to 756,000. A similar trend occurred in finance, insurance, real estate and business services, with the number of employees increasing from 287,000 to 408,000. These figures clearly indicate that Hong Kong's economy has changed from being manufacturing based to becoming service oriented.

- The rapid expansion of tertiary education has heightened the competition for employment among graduates. Apart from looking at the graduates' academic qualifications, employers will increasingly focus on generic competencies, such as the ability to think laterally and analytically, to argue and present a case systematically and convincingly, to work in co-operation with colleagues and peers, and to apply their knowledge and experience to practical work situations. The role of those engaged in careers work will need to change and develop accordingly from that of a guidance worker to a trainer to meet employers' expectations.

- The language proficiency (both Chinese and English) of Hong Kong's youngsters has dropped fairly significantly. This phenomenon will inevitably affect their immediate employment opportunities as well as future career prospects, apart from its long-term effect on the territory's economy as a whole.

- Another issue, which will have an important bearing on the policy and direction of career services, is the rapid development of communication and information technology. Hong Kong is facing strong competition from its neighbouring economies including Japan, Korea, Taiwan and Singapore. In many areas such as trade, finance, transportation, communication and tourism, Hong Kong has to step up its efforts in order to keep pace with these economies. Career services must be relevant for a knowledge-based economy. Career service providers need to work in collaboration with teachers to produce graduates who are able to make the best use of information technology, equipped with a *spirit of exploration and discovery*, and keen to improve themselves through continuous lifelong learning.

- The reunification with the Mainland, coupled with the opening up of the Chinese economy, has provided new and ample opportunities for our young generation. With its abundant supply of land and human resources, Mainland China serves as a vast hinterland for Hong Kong's trade and industries. Helping our young people understand the culture, history, political, economic and social systems of Mainland China will be one of the major tasks of the career services.

Key Issues for the Future

In his policy address delivered in October 1998, the Chief Executive, Mr Tung Chee Hua outlined Hong Kong's developments in the coming decade and beyond. His vision will have significant impact on the employment opportunities and career development of Hong Kong's citizens. The key issues delineated in this blueprint for Hong Kong's future follow:

- Strengthening the business links and economic co-operation between Hong Kong and the Mainland in one of the key initiatives. Certain areas are identified for special attention, which include finance, trade, transport, communication, energy, innovative technology, raw materials, tourism and agricultural development. Joint ventures between Hong Kong and Mainland enterprises will be promoted to a greater degree. An important role for Hong Kong will be to act as a bridge between China and the international community, mainly through international trade. The message for people involved in education and careers guidance is very clear: our young generation must be fully trained and equipped with the relevant knowledge and skills to undertake these tasks.

- Another key initiative is the importance placed on the development of high technology and multimedia. Hong Kong will be the innovation and technology centre for South China, particularly in the following areas:
  - application of information technology, especially in electronic commerce and software engineering;
  - design and fashion;
  - multimedia-based information and entertainment services;
  - Chinese medicine;
  - supplying professional and technological talents and services; and

  - technology transfer between the Mainland and the rest of the world.

- How to upgrade the educational level, the technological knowledge and skills of the work force will inevitably be an important policy issue for the territory.

- Hong Kong is determined to maintain its position as the international financial centre of Asia. Hong Kong will retain its free and open financial structure and, at the same time, provide the necessary regulatory framework to attract foreign investors so it remains the key source of foreign capital for China.

- Tourism, one of Hong Kong's traditional economic strongholds, is another area for priority attention. Strategic reviews will be undertaken with a view to promoting new and sophisticated attractions to maintain the interests of visitors from the Mainland and from the rest of the world. The vision is to cultivate Hong Kong's image as the Asian centre of arts, culture, entertainment and sport.

- Hong Kong's small- and medium-sized enterprises (SMEs) employ about two thirds of the work force. Their growth and development are essential for Hong Kong's economic health. The government has pledged to support the SMEs in a variety of ways such as helping them to obtain working capital, market information, finding good quality staff and controlling costs. Employment surveys of Hong Kong's tertiary education institutions reveal that an increasing number of graduates find employment and develop their careers with SMEs.

- The government's plan to invest in infrastructure will create a vast number of jobs at different levels, particularly for those with studies and skills in engineering, surveying and building. Apart from the new international airport, in operation since July 1998, other major projects include a comprehensive transport system of roads, rail networks and a mass transit railway which will cost HK$110 billion or US$14,200 million and will create 27,000 jobs during their design and construction phase.

Action Steps

To bring the vision into reality and to address the issues identified above, the government, the secondary and tertiary education institutions, and other bodies have made tremendous efforts. The following is a summary of the more salient actions:

- The Council of International Advisers, comprising 14 international business leaders, was set up to advise the government on business strategies.

- The Commission on Innovation and Technology was established, chaired by an internationally renowned scholar Professor Tien Chang Lin to advise the government on the development and application of technology.

- To address the problem of language education, the Standing Committee on Language Education and Research (SCOLAR) was appointed to set goals for language learning at different levels of education, to propose specific language attainment targets at each stage of education and to identify research and development projects for the enhancement of language proficiency.

- Providing quality education is one of the major objectives of the government. Well-trained teachers are required to achieve this goal. To ensure that the teacher education programs are of high quality and relevant for the community, the government has set up the Advisory Committee on Teacher Education and Qualifications (ACTEQ).

- At the tertiary education level, many programs, either academic or extra-curricular in nature, have been organized to meet the demands and challenges of the new situation. The Curriculum Reform, General Education Programme, HKU Worldwide Programme, Student Exchange, Internship, Mentorship, Careers Education, Transferable Skills, Intensified Learning Opportunity Programme, Leadership and Life Skills, and Personal Growth are examples of major activities introduced in recent years to broaden student knowledge and to provide opportunities to acquire work experience in Mainland China and other parts of the world.

It is believed that under the leadership of the Special Administrative Region government and with the joint efforts of the various sectors of the community, effective actions will continue to be taken to tackle the issues. Hong Kong will emerge from the Asian financial crisis with new vigour for the challenges ahead and to provide even brighter career opportunities and prospects for its citizens.

11. CAREER DEVELOPMENT IN DENMARK

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Context

Decentralization is the main feature of Danish governmental structures and the education and training system. The National Council on Educational and Vocational Guidance (RUE) co-ordinates the career development field on a national level. Local and regional career development committees are organized under this judicial umbrella.

Structures

The Kingdom of Denmark (the Danish Commonwealth) consists of Denmark itself, Greenland and the Faroe Isles. The two latter are autonomous regions. Denmark, in turn, is divided into 14 counties and 275 municipalities. The state runs university-based career development services, the higher education info-centres (IVU, five in all), the vocational training centres (AMU) and the employment service (AF) which includes career info-centres and vocational guidance services. The counties run the adult education and high school career development services. The municipalities run youth guidance services, and integration services for immigrants and refugees. A multitude of private and foundation-based educational institutions is active in the field of career development, many with a mixture of private and public funding. Altogether, approximately 15,000 professionals, paraprofessionals and non-professionals work in career development, the majority on a part-time basis, with many combining teaching and career-development related tasks.

Points of Decision

Streaming in the educational system takes place at a very late stage compared to other countries (i.e., at the age of 15 or 16). Until then, students are kept together in one class, with the same classroom teacher for nine to 10 years in the primary/secondary school, known as the *folkeskole* (the people's school). Education is compulsory between the ages of 7 and 15/16. Preschool and a 10th school year are optional. There is a strong tradition for local self-government in the educational sector. Approximately 10 percent of pupils attend private, state-subsidized schools. Both public and private schools are comprehensive schools.

Careers education takes place from Grade 1 and is characterized by individual action plans right to the end of Grade 9 or 10. This is the key point of decision in terms of further youth education or training. Such decisions are largely based on the concept of free choice, with the limitations that academic abilities or physical/mental handicaps may imply. Self-selection and choices made according to the present and local educational and vocational possibilities play a critical role at this pivotal point. But career choices are not irrevocable: a broad array of second- and third-chance options is available as demonstrated below.

At this key decision point (age 16) about 40 percent choose to attend *gymnasia*/HF courses (high schools, upper secondary). A similar proportion enters vocational education. There are some regional and even local variations. Only five percent do not take up any educational or vocational options at this stage. About 35,000 students (of a year-group of approximately 70,000) are admitted each year to higher education at universities, engineering colleges, business schools, teacher training colleges, etc. Some recurrent education is reflected in these figures.

Education and Training

Danish education and training structures can roughly be divided into the following areas:

- primary and lower secondary education (the *folkeskole*);
- general upper secondary education (*gymnasia*) and higher preparatory education (HF), higher technical education (HTX) or higher commercial education (HHX);
- vocational education and training, i.e., labour market training courses (AMU), apprenticeship/vocational education (EUD) and basic technical examination;
- further and higher education; and
- adult education.

Adult education in many different forms is an important feature of the Danish education system. The users are involved in the planning and organization of these activities, with the rights of free choice of topics and teachers, and free use of all public facilities (e.g., schools) when they are not occupied. Each year, about one million adults attend such evening schools. In periods of high unemployment, this plays an important role in activating people.

A specific Danish feature in adult education are the approximately 100 folk high schools (*folkehøjskoler*) — residential schools with no entrance or leaving examinations or certificates. Folk high schools are free to design their own curricula. They receive substantial state funding; the only condition for obtaining recognition is that the education provided must be of a general, all-round nature. Personal growth is what matters at these schools, not academic credentials. Courses last from one week to 10 months. Each year about 10,000 people attend such courses for five weeks or more. Another 40,000 attend short courses. There also are approximately 100 non-residential day folk high schools (*daghøjskoler*) with 13,000 yearly participants (mostly women, aged

20+) and another 100 production schools (*produktionsskoler*) for people aged 18 to 25, enrolling 5,000 yearly participants (60 percent female). Together, these provide further training and education opportunities for the unemployed. As of December 1998, the unemployment rate is 6.1 percent and dropping. It has been halved since 1994 (See <http://www.am.dk>.)

Vocational training centres (AMUs) are run by the state with notable influence from the trade unions and employers' associations. The AMUs offer work introduction courses, vocational training leading to a certificate for semi-skilled workers and further training of skilled workers, all with a training allowance. The annual number of participants represents five percent of the total Danish work force. However, participation is as high as 15 to 25 percent in some sectors.

In conclusion, the structures of the Danish adult education and training system are highly flexible, and provide numerous second- or even third-chance options. However, many people do not have the capacity or the social circumstances to take advantage of them. There is concern about the number of educational drop-outs which can be as high as 15 or 20 percent. Career development programs and career counselling are perceived as measures to limit the drop-out rate.

Current Situation

From a structural viewpoint, current career development services are extensive and, in many ways, cover the need for lifelong career development. In practical terms, resources are widespread to a degree where they are scattered, rather than forming a coherent organization. Users/clients have trouble finding the best or even alternative resources for their career development purposes. Many career development services are poorly "signposted" both physically and metaphorically. Moreover, those in career development have many other tasks to distract them from the core service: they are teachers or administrators alongside their career development responsibilities. Some are not trained specifically for their career development tasks.

The staffing of the different services consists mostly of part-time teachers. Consequently, most career development practitioners are qualified teachers. At higher education institutions, advisers have an academic background. Careers officers in the public employment service, on the other hand, come from diverse backgrounds. Some are former shop stewards; others are skilled workers, civil servants, social workers or teachers, or have a clerical background. Similarly, drop-out prevention schemes such as Open Youth Education (Fri Ungdomsuddannelse; no upper age limit) are serviced by counsellors (mostly teachers who may have only a four-day training course). In addition, smaller career counselling units are found in probation offices and the armed forces. In nearly all cases, training of career development staff takes place alongside daily career counselling work, mostly through sectoral-based, short in-service training courses.

Preventive Counselling

Municipalities manage preventive counselling for individuals at risk of unemployment through the youth guidance scheme. For adults, counselling may take place in connection with closures of large companies, usually through the employment service and sometimes the unemployment insurance funds. In fewer cases, the company sets up its own temporary outplacement service as part of redundancy settlements. Few specialized private sector outplacement agencies have emerged. In contrast, some trade unions have introduced preventive careers counselling in the workplace by offering short courses on counselling and information skills to shop stewards (Plant, 1993a). Most other career development services are more reactive in their approach.

Staff Training

Training of career development staff takes place at various institutions. The Royal Danish School of Educational Studies is the main one, admitting 300 students yearly. The Open Education adult career counsellor program, a yearlong course, is the only pre-service career development course available. The remaining courses are of different lengths (30 to 500 hours) and quality. Most courses, except the extremely short ones, contain the following topics in varying degrees, blended with the daily tasks:

- individual and group counselling — methods and theories;
- the function, development and limitations of career development;
- career development materials — books, videos, games, computer programs/ICT;
- the national labour market — statistics and politics;
- transnational careers, especially in the EU and Scandinavia;
- the experience of working life (directly or indirectly);
- collaboration between the educational system and working life — industry, commerce; and
- co-operation among career counselling practitioners, locally and regionally, including developmental work, evaluation techniques and organizational skills.

It is possible to earn a master's degree in education with a career development specialization at the Royal Danish School of Educational Studies. Denmark has one doctoral program in this field. Thus, the academic underpinning for career development is scarce. The following brief historical overview provides a backdrop to the present state of affairs.

Historical Background

Danish career development services have evolved from a modest start during the 1880s into widespread initiatives across educational settings, the labour market and social welfare institutions, employment initiatives, trade unions and (a few) private agencies. (See Plant, 1996a for details.)

From 1930 to 1960, career counselling services were mainly based on psychometric testing, used primarily in the apprentice employment service. However, during the 1960s, the tests were heavily criticized and replaced by a more client-centred approach, inspired by Carl Rogers. Today, tests see minimal use, though private recruiters use them to some degree. Recently, constructivist approaches in career counselling have been introduced (Peavy, 1998).

In 1946, a government report recommended the establishment of a nation-wide vocational guidance service to help youth in getting "a firm foothold in society." Education and guidance (i.e., career development) were seen as one measure to curb anti-social and criminal attitudes resulting from unstable conditions during the German occupation. A bill passed by the Danish Parliament in 1953 stated that an individual's choice of careers should be free and that vocational guidance should not be compulsory. Revised educational and vocational guidance acts were passed in 1961, 1981 and 1996.

Over the years, educational institutions at all levels have integrated careers education into their curriculum. The result is that there are thousands working in the field of career development, most of them on a part-time basis, combining teaching and counselling/career development work. This approach, pioneered in the early 1950s, accounts for the paramount sectoralization of Danish career development services: 25 to 30 in all, in a small country with five million inhabitants. The 1996 *Act on Educational and Vocational Guidance* covers all career development activities in Denmark, irrespective of the institutional setting. This is a unique feature. It reflects a policy of seeing career development as a continuous process, along with a concern for ensuring that resources are used effectively. The Act emphasizes the importance of individual choice while keeping future employment prospects in mind. Most Danish guidance practitioners have adopted a non-directive approach. However, there is continuing societal pressure to fill the gaps in the labour market, minimize unemployment, create equal opportunities for men and women, and integrate refugees and immigrants. In response to these pressures, new guidelines are issued, new activities are introduced and new groups of career development practitioners are formed. The regulations are so numerous, that a handbook on rules has been issued to provide an overview for professionals (Plant, 1997a).

Thus, career development has moved from a focus on the relationship between the individual and society to "human resources" where human capital and the economic value of career development are assessed in more rigorous terms. This seems to be an international trend (e.g., Killeen et al., 1992).

Professional Resources

Career development services are almost entirely publicly funded, with the cost "hidden" in the budgets of each educational/social/employment institution. Most of the costs are wages. The counsellor–client ratio is only vaguely known because staffs do not maintain a strict record of the numbers of clients.

The hierarchical structures in this field are rather loose. Career development staff members, in most cases, work relatively independently of managers, head teachers, etc. The inspectors of the Ministry of Education may develop new materials or courses, and may suggest, evaluate, support and inspire, but they have no formal power over guidance staff in their local settings.

Similarly, the few guidance trainers are mostly experienced guidance practitioners who perform the training role on a part-time basis. Most often, no special training of trainers takes place, except in the Royal Danish School of Educational Studies (DLH), and at DEL (training careers advisers at vocational schools), where some trainers are academics, specializing in career development and in the training of career development staff.

Research and evaluation of career development activities are scattered. The European dimensions of career development and educational/vocational guidance have been pursued, in particular, by Plant (1990, 1993b, 1992-95).

Access

Most career development services in educational settings focus on the students or potential students. There are few outreach services. Services for adults are provided mainly at the public employment and unemployment insurance offices. Employer organizations play no direct role in providing career development services. Individual employers, however, often encourage employees to take continuing education, sometimes as part of a formal program to review the career options of each employee. In a number of cases, this takes place in collaboration with the trade unions, as part of job-and-training rotation schemes.

Voluntary organizations may play a more distinct role in the future, especially in relation to supporting the underprivileged. For example, the Centre for Voluntary Social Work, set up in the early 1990s, is helping to soften the barriers between paid employment and non-paid work. To illustrate, in a small village, young mothers on social benefit receive career counselling as an integrated part of short courses on computer literacy (Plant, 1992).

Particular groups, such as refugees, are entitled to careers counselling during their integration period. Each municipality is responsible for this activity which is often problematic, as their limited knowledge of the Danish language limits their training, educational and job possibilities.

Current Policy Issues

Professionalization is one of the main policy issues in the career development field. To date, no attempt has been made to establish a professional accreditation process or certification procedures (Plant, 1996b). Further, only vague attempts have been made to establish quality assurance guidelines in career development. In addition, there is a need for better linkages among the numerous diverse services available. These issues are discussed below.

Quality Assurance and Evaluation

Historically, there has been an interest in Denmark in measuring career counselling from various perspectives. In recent years, quality assurance evaluations of the public sector have been more numerous. For example, a regional public employment service (AF, Ringkøbing Amt) has obtained an ISO 9000 certificate. Further, evaluation centres were created for higher and primary/secondary education in 1992 and 1999 respectively. A study on the quality of careers guidance and counselling (Undervisningsministeriet, 1992) listed a number of quality indicators:

- client centredness;
- accessibility, transparency and coherence of the services;
- well-trained counselling staff;
- valid, precise and comprehensive careers information;
- referral to other counselling specialists; and
- follow-up.

This list was expanded in more recent policy papers (RUE, 1998, 1999), where issues such as the value and quality of cross-sectoral linkages were added. In these reports, quality issues were linked with ethical considerations, thus incorporating the Danish Ethical Guidelines for Educational and Vocational Guidance (RUE, 1995) as a foundation for quality in guidance. The extent to which such guidelines are put to use is not known. No evaluations of the impact of quality or ethical guidelines have taken place, as yet.

Broad public evaluations have dealt with issues such as user satisfaction. The Ministry of Finance evaluated 19 major public services. The overall picture was that people were most satisfied with the public libraries, dentists and kindergartens. At the other end of the scale, social welfare offices and the public employment service were regarded most negatively (Administrations-og personaledepartementet, 1993). Whether users based their judgments on the (in)ability of the employment service to solve unemployment problems or the elements of counselling and career development, was not clear. In any case, such judgments are alarming.

There seems to be no direct link between unemployment and the perceived quality of life. A recent study of 10,000 persons (Ventegodt, 1994) concluded that, in Danish society with its relatively high level of social security, the quality of life seems to be linked with the actual type of activities people pursued, rather than with employment itself. The implications for career development services are that broader issues other than mere placement and job creation must be addressed in the process.

Clearly, there are more questions than answers in terms of establishing rigorous quality measures. In terms of improving the quality of the training of career development staff, few attempts have been made to introduce new delivery modes (e.g., distance learning). No organized supervision takes place on a continuous basis. No organizations monitor the quality of training in any Danish career guidance and counselling training institution (Plant, 1998b).

Linkages

In response to a somewhat fractured and incoherent career development service, a number of linkages have been established.

The common underlying aims of linkages are to make the most effective use of available guidance resources, improve client access to help, display greater transparency for users and create better coherence among the different services. Most services, however, scarcely go beyond the level of communication (i.e., sufficient understanding so clients can be cross-referred, but no actual co-ordination/exchanging of services). This is a prevailing policy concern, due to overlapping services and the possible loss of resources.

From the mid-1990s, emphasis on career development for unemployed adults has been evident. One-stop centres, known as *vejledningshuse* or counselling houses were introduced in which different career counsellors work alongside each other (AMS, 1994). Their goal was to make counselling and career development visible, easy to access, coherent, transparent and flexible. At one-stop centres, career development activities are diversified to meet the needs of different types of users:

- information and some counselling on training and educational options and alternative job opportunities;

- training and improvement of job-search skills; and
- information for employers on the labour market and on the different wage-subsidy and training schemes.

A number of basic principles are applied in these settings:

- Counselling must respect each individual and her/his personal needs.
- Counselling must be independent of particular interests (i.e., free of narrow and short-sighted institutional goals).
- Counselling should not be linked with control mechanisms.
- Counselling should be locally based, open for all and easy to access.
- Counselling should aim at improving opportunity awareness.
- Counselling is a process that might last from one short intervention to a chain of coherent information and counselling offers.

By 1997, 15 one-stop centres were in operation in nine of the 14 counties. A few evaluations of particular centres had been completed; however, no nation-wide evaluation has taken place. The overall impression is that while the need for such one-stop centres is evident, the diversity of approaches is problematic (RUE, 1997). There is no common labelling and, in practical terms, little shared synergy.

Co-ordination is maintained among career development services in Denmark in the sense that they are covered by the same legislation, co-ordinated by RUE. Regional committees, known as VFU (vejledningsfaglige udvalg) are established in the 14 counties, along with local committees in a number of the 275 municipalities. The VFUs have established bilateral and multilateral lines of co-ordination on guidance programs, exhibitions, work-experience schemes and exchange of information on clients. They also offer local and regional training courses and publish regional information, posters on counselling events and booklets on counselling services. For example, in Frederiksborg County, north of Copenhagen, most of the 600+ career counsellors are teachers and part-time counsellors, from social welfare offices, municipal employment units, the armed forces and probation offices. All are served by the regional career counselling committee, VFU. On a yearly basis, about 500 counsellors take part in some joint activity, ranging from seminars on ethics, to new ways to enhance youth career counselling. Moreover, a two-year, part-time training course for adult counsellors in the region has been established. Every second week, a two-hour information session brings counsellors up to date concerning topical issues. The underlying philosophy is that common training forms the basis for co-operation and co-ordination at local and regional levels. There is some evidence of joint structures where different career counsellors work together. In one example, municipal counselling and employment staff joined with the local employment office staff, on the same premises, often working with each others' clients. Individual counselling is offered jointly by counsellors based in the public employment service and the municipality's employment unit. From the client's point of view, the service is integrated.

The social partners play a powerful role in the regional labour market councils (RARs), which are paralleled by a national structure, known as Landsarbejdsrådet (LAR). The RARs have the power to allocate resources to special target groups, including the long-term unemployed, and to establish new training options in the region. This role strongly involves regional social partners as responsible decision makers concerning the regional labour market and training options. Trade unions are members of the RARs, along with other social partners, and they administer unemployment benefits, two thirds of which are provided by the state through taxes. This is a particular Danish feature.

A focus in recent years has been on establishing joint multidisciplinary bases of career counselling. This is a specific Danish feature, but it holds messages for other countries as well: counselling services that are to co-operate should be designed, from the outset, to take part in a co-ordinated effort. Generally, too many resources are tied up patching poorly linked services and forming networks among the counselling services established independently. This means linkages, in spite of good will on all sides, are sometimes hampered by the different working conditions of counsellors, differences in counselling goals and various degrees of professionalism within a highly decentralized structure.

Professionalization

Finally, a major policy concern is how to raise the level of professionalism in Danish career development services. Criticism has repeatedly been levied at different career counselling services for being ineffective, invisible and incompetent (Mehlbye, 1996). At present, up to 50 percent of staff members in some sectors do not have even basic career development training. The reluctance to grapple with this issue has to do with the notion that no specialists are really needed. The thinking is that it suffices for teachers to add on a (short) career development course. The flaw in this argument is that teachers may or may not be good counsellors, but this does not make them professional career counsellors. Thus, recent plans from the Ministry of Education have included discussions to elevate the training of career counsellors to a bachelor-level degree, introducing a common and compulsory basic training module for all career counsellors, and putting career counsellors more into their expert role. Such plans are radical in the Danish context. With the introduction of an academic degree in career development and counselling at the Royal Danish School of Educational Studies (in 1997), the way seems open for further professionalization.

Key Issues for the Future

Individualism

Both in industry and educational settings, individual action planning is essential. One example from Denmark, illustrates this point.

Fri Ungdomsuddannelse (FUU, Open Youth Education) was launched in the mid-1990s based on finding that the risk of long-term unemployment was four times higher for those without educational qualifications. A report to Parliament on educational drop-outs recommended that the training/education completion rate be increased to 90 to 95 percent in the 1990s. This goal has almost been reached. The remedies included (Denmark, 1994):

- more preventive counselling in terms of early interventions;
- continuing training and education;
- better transition from school to post-compulsory education;
- improved credit transfer possibilities across different educational sectors; and
- individually tailored training/education programs with personal follow-up counselling.

An individualistic approach is the focal point for initiatives such as FUU, a drop-out scheme with no age limit. Participants range in age from 16 to 60+ years with an average age of 21. A central component is a two- to three-year individual learning program. Such plans may contain several separate but consistent parts, including training or education modules, personal projects, work experiences in Denmark or abroad, with study grants attached. Each part must relate to the overall educational theme. FUU is a massive success, with 7,000 people engaged in the program, more than twice the estimated figure. One lesson from this approach is that more individualistic educational strategies will require parallel career counselling approaches. Another relates to the importance of career development services in individual lifelong learning and competency-based approaches.

Economic Outcomes of Career Development and Counselling

In recent years, a growing interest has developed in the relationship among the social, educational, vocational and economic goals of career counselling. The effects and effectiveness of counselling have been studied, along with the cost-benefit ratio and the quality of career development and counselling activities. Few attempts, however, have been made to measure, specifically, its economic outcomes.

A deep interest is emerging among professionals with regards to the basic values of career counselling. Ethical guidelines have been established, issued by the National Council of Educational and Vocational Guidance, (RUE, 1995). As a result, new tools for evaluating counselling may emerge to supplement the economic angle. For example, ethical accounting could be used in describing the outcomes of career counselling. Ethical accounting is used in some Danish companies and educational institutions as a method of describing values, goals and achievements. The economic yardstick is one dimensional; however, counselling is a multi-dimensional intervention and needs to be evaluated in a multi-dimensional manner (Plant, 1993c).

One economic aspect of career development that is rarely mentioned in international literature is the informal economy. In Denmark, the informal economy represents the equivalent of 100,000 full-time jobs, not counting do-it-yourself and helping friends (Mogensen, 1986). Most activities in the informal economy are in construction (30 percent of all informal economy work), with domestic help, including cleaning and cooking, accounting for another 20 percent. Lawyers and accountants represent six percent. More men than women are active in the informal economy, although the growth rate among females surpasses that of men (Schmidt, 1990). High taxation levels (more than 50 percent on some incomes) stimulate the informal economy, it has been argued, and deter some individuals from working in the formal economy. When this is combined with the relatively high levels of income compensation in the welfare system leads some to ask: Does it pay to work? Research has shown that it does not pay to work in all cases (Mogensen, 1993). Yet, Denmark has one of the world's highest employment participation rates. This leads to the conclusion that people work for a variety of reasons, only one of which is the economic incentive.
In an attempt to support the exchange of skills in the informal economy, grass-root organizations are establishing a network of bartering known as LETS (Local Exchange Trade System). The inspiration comes from Canada; 500 such local bartering circles are known to be in operation worldwide (Hansen, 1994). With LETS, the direct links are broken in favour of a more fluid connection, where taxation has no place and where even small jobs may fit in (e.g., one person "pays" for a full body massage in return for having eight shirts ironed). From a fiscal point of view, this is a disaster. From a job-creation perspective, this approach may represent a possible way forward for some marginalized individuals under harsh conditions. Career counselling, in its official capacity, will find it difficult to support such bartering strategies. Nonetheless, new ways to work are constantly being organized, in the informal economy, whether they are ignored or not.

Ecology

Clearly, career development activities are linked with the trend toward globalization. Career development may facilitate mobility. This is important from an economic growth perspective. One purpose of the single European market is to increase personal mobility within the European Union. Mobility, however, has two sides. It may improve the quality of life for the mobile but, in the process, leave the immobile behind in poorer conditions. Mobility and transnational career options are, primarily, for the skilled and those with intercultural competencies and language abilities. There seems to be a growing recognition that mobility tends to leave the socially and geographically immobile, including a large proportion of the unemployed, behind in poorer conditions (Pickup, 1990). In manpower-exporting areas, the loss of dynamic individuals may add to the cultural downward spiral.

In the globalization picture, career counselling is a vehicle for economic growth. However, the analysis of cost-benefit ratios falls far behind a number of important issues (e.g., care for the underprivileged or environmental concerns). Such issues are simply not on the economic agenda. As a counter-reaction, the International Association of Educational and Vocational Guidance (IAEVG), along with a number of national career development organizations, has adopted a statement on global ethical standards, which focusses on important humanistic values and includes a recognition of the tensions between economic growth and environmental issues (IAEVG, 1995). New concepts are under way to challenge the paradigm of economic growth. This calls for the concept of green career development (Plant, 1995b).

At the heart of green career development is recognition of the need to make sustainable career choices that take into account global environmental problems such as pollution, overconsumption, the pressure on scarce water resources, fishing and ozone holes. A change is needed. Consider the implications of gross national product as an economic concept. It includes everything, making no qualitative distinctions. More traffic and more accidents are lumped with more care for the elderly and better wastewater treatment. This one-dimensional approach makes little sense ecologically. This is acknowledged by some economic commentators. For example, the World Bank in a 1995 report revised its list of the 10 richest countries of the world. Australia came out number one and Canada number two. Why? Because the World Bank's list was based on a new mix of wealth indicators including human resources, produced assets and natural resources (World Bank, 1995), as opposed to the traditional gross national product indicator.

Economists now seem to be aware of the clash between economic growth and environmental concern. The Worldwatch Institute (USA), for example, in its 1995 report, stated that economic growth is at the point of no longer being environmentally sustainable (Worldwatch Institute, 1995). Whereas economic growth used to be the solution, it is now seen to create as many problems as it solves. Jobless growth and a deterioration of natural resources presents a predicament. In this situation, career counselling must become part of the solution. The following list is by no means exhaustive, but points to some of the necessary considerations:

- Career counselling should take into account and create awareness of the environmental impact of vocational choices.
- Career development services should play a proactive role in establishing training and education opportunities with a positive contribution in environmental terms.
- Career development should be measured by an economic yardstick *and* by ethical accounting (Plant, 1994), for example, by relating environmental goals to the actual performance in terms of counselling activities.
- Career development services themselves should look at their own practice. How green are routines in the office/school in terms of recycling waste, cutting down on power consumption, etc?

How counsellors address these concepts will differ from culture to culture. There is no escape, however, from the "culture of reflexivity" (Giddens, 1991), where we are forced to reflect continuously on the consequences of our choices. Career counsellors need to be more comfortable encouraging people to ask: What might be the environmental impact of your career choice? At its best, green career development could be proactive, questioning, probing, reflexive and client-centred. Environmental issues and concerns know no boundaries.

Action Steps

Professional

Individual, constantly renegotiated choices and changes need to be facilitated by creative and flexible career development and counselling services. Most system-oriented services are not prepared for this challenge. Responses demand shifts of well-established routines and even paradigms. In the Danish career counselling culture, such changes are gradual, rather than abrupt.

The career counsellor is the crucial resource around which career counselling services revolve (Andreasen et al, 1997). Students want individual career counselling by a committed career counselling expert rather than general lectures by their form teacher. For them, the good counsellor is a person with comprehensive knowledge on educational and training possibilities — a person they can trust, who takes an interest in them personally. Taking this into account, the development of a higher level of professionalism will be needed.

Portfolio and Self-Employed

It is often unclear to counsellors in established, educationally based career counselling units, what portfolio work and self-employment concepts might imply in terms of counselling interventions. As a response, new counselling services are emerging. The Danish Association for Entrepreneurship (Dansk Iværksætterforening) offers a counselling package on self-employment (written materials and telephone counselling) to its members. Most counsellors see themselves as wage earners as opposed to entrepreneurs (Plant, 1997c) and, thus, may consciously or not, reflect such attitudes in their counselling activities. In broad terms, counsellors are aware of developments in the labour market, but typically only sporadic updating takes place pertaining to most counsellors' knowledge of labour market issues.

Diversity and Coherence

Career counselling is abundant in Denmark but seems to have difficulty responding to current labour market conditions. From a user point of view, the picture has become complicated in terms of the lack of transparency and coherence of counselling services. What is needed is greater clarity and coherence. In light of this, the following recommendations seem appropriate:

- The professional training of counsellors should be intensified, preferably in a cross-sectoral context in order to establish future linkages.

- Counselling services should be clearly identified to the client, both literally and metaphorically.

- Counselling services should work together where possible to pool expertise to the benefit of clients, for example in multidisciplinary counselling centres.

- Counselling should be proactive rather than reactive. Outreach counselling, for example, in a targeted effort is effective in intercepting needs and creating new initiatives.

- Counselling should support local initiatives in an active backup role, for example through better links between local training efforts and (green) job creation.

Career counselling seems oddly absent from most of the areas which could be broadly labelled as "new ways to work" in the "boundaryless career" (Arthur and Rousseau, 1996). Little cross-sectoral co-operation takes place, and most of these counsellors are not trained in counselling skills, but rather in giving technical, legal and financial advice. These services focus almost exclusively on the economic and managerial aspects of, for example, setting up small-scale enterprises. Personal, vocational and educational career development and counselling are rarely included.

Counselling could play a more pointed role in relation to new ways to work. The following recommendations seem appropriate:

- Counselling should be linked more closely to the concept of new ways to work in, for example, local job creation efforts.
- Counselling should play a more targeted role in job creation, linking social and sustainable economic development. This means the different counselling services across sectors should keep in closer contact with the social partners in the local area.
- In the process of widening concepts of work, counselling should move into new areas such as environmentally concerned job creation and volunteer work.

In addition, counselling often has other aims. It is a *learning process*, raising the client's self-awareness and opportunity awareness, and enhancing client skills in making decisions and coping with *frequent change*. Career counselling cannot solve problems such as unemployment or sustainable development, but has an important role to play as a facilitator between the personal aspirations and goals of individuals and the labour market, and environmental needs of society. The personal action-planning component of career counselling is part of a trend linked with rapid changes in society: social mobility necessitates a clear definition of personal skills and competencies. Societal tectonic plates are moving: "careerquakes" are the order of the day (Watts, 1996). In labour market terms, flexibility is a key concept. This is reflected in education and training. Modular courses, open learning, credit accumulation and transfer, all reflect this trend. Personal action planning is the counselling part of this process. It is designed to empower the individual, as well as being part of the negotiation process between individual and societal interests.

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12. CAREER DEVELOPMENT IN FINLAND

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Guidance has a more important role because of recent economic difficulties in Finland. Due to changes in society, job insecurity has increased, making people feel they have less control over their own lives. Atypical work contracts, job swapping and vocational retraining are typical features of Finnish society today. There is high unemployment (2l percent in 1994 and 10 percent in 1999), especially among young people aged 15 to 24 (37 percent in 1994 and 28 percent 1998). While this increases the need for guidance services, it also means that such services are at risk because of accompanying cuts in public expenditures. In practice, staffing resources for guidance have been largely protected from these cuts so far. Concerns remain, however, that financial pressure on schools, accompanied by greater devolution of resource allocation, could result in a deterioration of guidance provision within the school system. It is important that this be monitored regularly at a national level (Watts, 1995).

Lifelong Learning – Lifelong Guidance

Individual and cross-sector study programs will become more common in the future. Consequently, clients will need information and guidance in order to benefit fully from these new educational and vocational opportunities. The development of guidance methods for adults and co-operation with the developing adult education system will increase the need for guidance.

In the reports of the European Union and the Organization for Economic Co-operation and Development (OECD), counselling is described as a facilitator of lifelong learning. Inadequate or ineffective counselling limits people's chances of using appropriate supports for lifelong learning. At transition times, appropriate systems for guidance and counselling are crucial. However, in Finland, counselling has not yet been clearly identified as a facilitator of lifelong learning. In recent years, guidance and counselling services have increased, but counselling continues to be "invisible" in the eyes of decision makers. However in Finland, the law guarantees young people access to career services. Ideally, legislation would ensure lifelong guidance for all.

Counselling and the New Career

Profound changes in work make it necessary to reconceptualize the term career. New careers are more fragmented and they highlight the need for lifelong learning and an appropriate strategy for career guidance, especially during career transitions (Arnold and Jackson, 1997). Perhaps the most significant aspect of the "new career" is the subjective career (i.e., how individuals make sense of their careers, their personal histories and the skills, attitudes and beliefs they have acquired) (Arnold and Jackson, 1997). Meijers (1998) suggests that individuals not only have to acquire specific career skills, but also a *career identity*. Richardson (1998) continues, arguing that the social location of career takes on a different meaning when there are multiple career moves across a range of organizations, occupations and professions. The present world seems to require persons able to evolve continually and self-generate in their lives and in their careers. As Savickas (1999) points out, career planning is being replaced by career management.

Giddens (1994) claims that transitions in individuals' lives have always demanded psychic reorganization, something that often was ritualized as *rites de passage*. In modern settings, the self has to be explored and constructed as part of a reflexive process connecting personal and social change. Each of us *has* but also *lives* a biography reflexively, organized according to flows of social and psychological information about possible ways of life. The question: "How shall I live?" has to be answered in day-to-day decisions. Consequently, in a world of alternative lifestyle options, strategic life planning achieves special importance (Giddens, 1994). Career development should be combined with overall life planning. Thus, counselling should support those life-planning skills that equip individuals to cope with new and unforeseeable situations.

The Finnish Education and Training System

Finnish education policy offers all citizens equal opportunities to obtain an education, regardless of age, domicile, economic situation, sex or mother tongue. Education is considered one of a citizen's basic rights. The education system is organized into several levels.

- **Preschool education** is mainly given in daycare centres administered by the Ministry of Social Affairs and Health. It is not obligatory and its aim is to enhance the learning skills of children.

- **Compulsory education** (comprehensive school) lasts nine years, beginning in the autumn of the year a child turns 7.

- **Upper secondary education** leads to the national matriculation examination and qualifies students for all higher education studies.

- **Vocational training** provides young people with a vocational qualification and the skills enabling them to maintain it, and qualifies them for further studies. The training is developed in close co-operation with trade and industry.

- **Apprenticeship training.** Both adults and young people can acquire a vocational qualification through apprenticeship training. Vocational skills are learned while working, supplemented by theoretical studies.

- **Polytechnics.** The introduction of experimental polytechnics (AMK institutions) in 1991 started the development of a separate sector of non-university higher education in Finland.

- **Universities** engage in research and offer basic and further academic education up to the doctorate level. There are 20 universities in Finland with a total of about 140,000 students.

- **The Finnish adult education system** is divided into two main sectors:
  - Liberal and general education consists of folk high schools, study centres and summer universities that offer non-formal education for adults. Adults can complete a whole comprehensive school or upper secondary school course or study individual subjects. Other forms are open university and language skills tests.
  - Vocational education and training is provided for adults who are, or have been, active in working life. At the beginning of the studies, a personal study program is made for each student. Vocational training for adults is divided into self-motivated training, in-service training and labour market training. Adults have the opportunity to obtain a formal vocational qualification through special skills tests irrespective of how they acquired their skills in the first place (competence-based vocational qualifications).

Key Points for Decisions within the Education and Training System

In Finland, there are three main points where career-related decisions are made:

- At age 13, young people move from the lower stage of comprehensive schools to the upper stage. New legislation has abolished the barrier between the lower and upper stage, making the transition easier for students.

- At age 16, over half of the comprehensive school leavers move on to the upper secondary school, while about one third opt for vocational training (some of the rest enter work-based apprenticeships).

- Around age 19, the picture becomes more complex. Of those who graduate from upper secondary school, almost 50 percent continue their studies in universities or polytechnics. The rest opt for other education or training, or enter the labour marker. Some take a year off or do military service, which is compulsory for boys, voluntary for girls.

Structure of the Guidance System

Finland has a strongly professionalized guidance and counselling system. Within the school system, particularly the upper levels of comprehensive schools, there are guidance counsellors from the labour administration and also vocational guidance psychologists. Both groups are highly qualified by international standards (Watts, 1995). Until recently, the structure of guidance delivery within the school system was clearly prescribed by the Ministry of Education and the National Board of Education. Particularly strong emphasis was placed on guidance classes within the curriculum. Now, however, the time prescribed for such classes has been reduced. Moreover, greater autonomy in resource allocation and curriculum control has devolved to local municipalities and schools. This is permitting greater diversity of guidance provision (Watts, 1995).

Both the labour administration and the educational system have a legal responsibility to provide career services. Until 1991, vocational guidance and placement were a state monopoly. Thus, although the role of voluntary and private organizations has been insignificant in the past, this is gradually changing. A few voluntary organizations provide guidance to young people in danger of social exclusion. Several youth organizations provide information and advice relating to careers. During the past year, the biggest newspaper in Finland (*Helsingin sanomat*) has started to offer free career services on its Web page. There has also been some growth of private sector placement agencies, headhunting services and outplacement services for employers.

Counsellor Training in Finland

Vocational guidance developed under the labour administration. From the start, it was based on psychology, and Finland's first vocational guidance counsellors were qualified psychologists (master's degree). For new vocational guidance psychologists, the Ministry of Labour organizes 55 days of initial training in the vocational specialization. An important development in university graduate studies is the establishment of four-year scientific-professional licentiate programs in psychology and in educational sciences.

The school guidance system was developed under the Ministry of Education. Guidance counsellors are qualified teachers with special training in career counselling. The theoretical basis and orientation of their work centres on educational psychology and educational sociology. Guidance counsellor training is provided through faculties of education at a master's degree level (Nummenmaa and Sinisalo, 1997).

Guidance and Counselling at Educational Institutions

Within the school system, there is a strong move to reduce control by the state and move to more autonomous local decision making. For example, the National Board of Education continues to carry out periodic reviews of the school system, but it is developing tools for school self-evaluation. To date, these reviews have not focussed specifically on the guidance service. Greater devolution should increase the capacity for local innovation. There could be scope for exploring more diverse patterns of classroom guidance and individual counselling, and more flexible partnerships between guidance counsellors, classroom teachers, group leaders and subject teachers. The current situation is summarized in Table 1 and highlighted below.

- Pupils in **comprehensive schools** receive educational and vocational guidance and counselling mainly during their last three years of school. Each pupil has at least two hours weekly of counselling classes, dealing with study skills, self-knowledge, vocations and working life. If needed, pupils also receive personal counselling about studies, further education and career choices.

- **Upper secondary schools.** A large number of the 50 percent of the students moving from comprehensive education to upper secondary schools still do not have clear career plans. They need guidance to help them choose subjects and make future plans. The upper secondary school curriculum includes one course (38 hours) devoted to guidance.

- **Vocational education.** Students attending vocational schools are entitled to receive personal and other necessary counselling. Counselling on studies is part of the curriculum of the institution. The institution allocates an appropriate amount of time, and makes sure it has the necessary expertise, for the objectives of counselling. At least 1.5 Finnish credit units are allocated over a period of three years.

- **Polytechnics.** The guidance and counselling services are currently being established in the majority of the new polytechnics. However, those polytechnics that have been operating for a longer time have already set up services that give their students, and those seeking admittance, guidance in issues concerning studies, practical training and career choice.

Table 1: The Finnish Guidance and Counselling System

School Level	Guidance Personnel	Methods
Comprehensive schools (Grades 7 - 9)	• Guidance counsellors • (Teacher training +1 year specialist training)	• Classes (minimum of 2 x 38 h) • Study visits • Visits to workplaces, internship • Personal counselling
Upper secondary schools	• Guidance counsellors • (Teacher training + specialist training) • Group advisers, other teachers	• Classes (1 course = 38 h) • Study visits • Visits to workplaces • Personal counselling
Vocational schools	• Guidance counsellors • (Teacher training + specialist training) • All teachers	• Separate classes (1.5 credits) • Integration into other instruction • Personal counselling • Study visits • Learning at workplace
Polytechnics	• Specialized counsellors	• Personal counselling • Integration into other instruction • Career services centres • Student affairs counselling
Universities	• Specialized counsellors	• Personal counselling • Integration into other instruction • Career services centres • Student affairs counselling

Table 1 (continued)

School Level	Guidance Personnel	Methods
Employment offices: *Vocational guidance*	• Vocational guidance psychologists (master's in psychology)	• Personal and group counselling • Aptitude tests • Work training and training experiments
Employment offices: *Career counselling*	• Employment counsellors (master's in sociology, social policy, etc.)	• Personal and group counselling • Work training and training experiments
Employment offices: *Training and vocational information service*	• Employment consultants (post-secondary vocational training)	• Personal and group counselling • Lending service • Self-service
Employment offices: *Employment exchange service*	• Employment consultants (post-secondary vocational training)	• Personal employment exchange service • Informative employment exchange service • Self-service

- **Universities** provide general student counselling for their students and those seeking admittance. The organization of these services varies across universities. Usually, there is a special office for student guidance, where students receive information about studies, practical training, open university courses and employment. A special financial aid office deals with student welfare services. The goal of the university career services centres is to help students enter the labour market and to serve employers by offering them help in recruiting new employees. The career centre is an independent unit, usually with good resources. The career services centres co-operate closely with local employment offices.

Career Guidance by the Finnish Labour Administration

Labour administration is organized in three tiers:
- Ministry of Labour;
- Employment and Economic Development Centres (TEK) (15); and
- employment offices (180).

The introduction of "management by results" measures are encouraging priority (including queue jumping) to be given to particular target groups. In general, innovation tends to be fairly slow, but when changes are made, they are implemented across the service (Watts, 1995). The services are free for individual clients, though employers are charged for some services. The Employment and Economic Development Centres (TEK) promote trade and industry at the regional level. Their labour market departments are responsible for enforcing regional labour force policy and for monitoring employment offices. The employment offices closely co-operate with educational and training institutions in the provision of guidance and counselling services.

- **Vocational guidance services** in employment offices are provided free of charge for all young people and adults. Vocational guidance psychologists help individuals deal with career choice, professional development and employment, taking into account individual qualities of clients, and available educational and work opportunities.

- **Career guidance services** are provided by, for example, vocational adult education centres. They cover special training to help young people or adults in transition identify available options.

- **Training and vocational information services** in employment offices provide information on training, occupations, working life and financing of studies. This information is available on a walk-in basis. A wide collection of publications, guides, brochures and videos about educational and training institutions, study programs and vocations are available for clients. Some of the material can be borrowed.

- **Immigrants** permanently residing in Finland are entitled to the same services in employment offices as Finnish citizens. In the biggest employment offices, there are international employment consultants who specialize in serving migrants. They help migrants find jobs and deal with other important issues.

- There are **co-ordinating mechanisms** at a variety of levels between guidance services in schools and the labour administration. The nature of the co-operation varies locally and regionally. At a local level, it can involve employment officers and career counsellors agreeing on when to refer students to vocational guidance psychologists, the kinds of consultation and services provided, and when the services are to be provided. The extent of co-operation depends on the relationship between the vocational guidance psychologists and the guidance counsellors at a particular locale.

- **The European Employment Services.** Finnish employment offices are part of the EURES employment exchange system of the European Commission. In addition to the European Union member states, Norway and Iceland are also included in the system. EURES provides guidance, information and employment exchange services for those who seek jobs in other European countries. It is also a forum for employers to advertise vacancies and to recruit employees. All the services are free of charge.

Other Providers

The **Centre For International Mobility** (CIMO) advances international mobility in education, training, work and youth. CIMO belongs to the network of National Resource Centres for Guidance (NRCG) that operates in the EU and European Environment Agency (EEA) countries. The main goal of the centres is to promote a European dimension in the national structures of educational and vocational guidance. The network receives funding from the European Commission, and in addition, the ministries of Education and Labour fund CIMO as the Finnish National Resource Centre for Guidance.

Current Policy Issues

Obligations for Inter-Institutional Co-operation

Legislation reform governing general upper secondary, vocational and adult education came into force January 1, 1999. The previous fragmented institutional legislation was made more concise and functional. The new act creates freedom for students to study what they want and includes obligations for inter-institutional co-operation in several areas:

- Institutions providing basic education must co-operate with other educational institutions in their region. Co-operation must be practised across vocational institutions, upper secondary schools, universities and polytechnics.

- Students have the right to transfer credits across institutions as long as the objectives and contents meet the core curriculum requirements.

- The curriculum needs to be designed so it enables students to make individual choices regardless of the institution they are enrolled in and based on the wide selection of courses offered in their region.

- The right to select courses from different institutions, and the right to transfer credits, increases the demand for career counselling services. It also creates additional demands for guidance counsellors, as they need to be aware of the objectives and contents of all the institutions in the area in order to support students in creating an individual course of study.

Labour Market Support for Young People

One of the most important training and labour market policy decisions of the 1990s occurred in 1996. The right to receive labour market support was abolished for uneducated young people who do not apply for admission to a vocational institution or participate in labour policy measures. Vehvilainen (1999) analyzed the effects of these measures and concluded that most young people apply for admission to vocational institutions or take part in labour policy measures, more or less out of necessity. This increases the probability of their dropping out. Several concerns and suggestions stem from Vehvilainen's study. It is apparent that this new policy affects the lives of young people and exerts pressure on their educational and vocational choices. We need to ensure that the policy is amended by proper career development services. Finally, there is a strong need for more individual services. When analyzing the results of labour and training policy, we need to look at the duration and permanence of the choices young people make. This may become a key challenge of future policy and practice.

Programs for the Prevention of Social Exclusion

The marginalization process may begin in childhood if support for the child in the home is poor. Economic recession and unemployment may undermine the family's chances of offering children and young people what it takes for a good life. For these reasons, day-care centres and schools play an important role in supporting and identifying children who are at risk of social exclusion. For both the development of the individual child and the goals of the school, it is important that day care and preschool education be perceived as part of the system for bringing up children and educating them. To identify groups at risk, requires broad-based monitoring of children's development, beginning at an early stage. This necessitates co-operation by the children's welfare clinic, the day-care centre, the school and the home. Children benefit most from support given at an early stage.

There is a need for intensified personal counselling and support when young people move from the comprehensive school to the secondary school and when they transfer from secondary school to further education. In second-degree educational institutions, the national dropout rate is almost 10 percent. Those who acquire no professional training are at a greater risk of being marginalized. Thus, there is an increasing need for pupil services in second-degree institutions.

School atmosphere and culture should focus on improving:
- ways to deal with and listen to pupils;
- ways of involving pupils in decision making relating to their studies;
- the early identification of problems and tackling them rapidly; and
- multi-professional co-operation with interest groups in order to prevent marginalization.

There is also a need to develop more pupil-centred teaching methods.

The project of the National Board of Education for the prevention of marginalization for 1998 to 2002 emphasizes preventive work to be undertaken at many levels.

A New Curriculum for a Transitional Year in Comprehensive School

Annually, about 11 percent of Finnish students do not attend secondary education immediately after completing comprehensive school. They might not be sure of their future plans or they are at risk of social exclusion. After August 1999, students who have completed their comprehensive education can arrange a transitional year. The key issue during this transitional year is guidance integrated with individual learning commitment and an action plan. There are no compulsory subjects. Individual students have an opportunity to achieve better grades in subjects they decide are relevant to their future plans. Each student will have a personal tutor to help plan and evaluate the individual learning contract, in co-operation with the student and the school counsellor. The tutor also helps students complete a personal portfolio. Additionally, the tutor will take care of the co-ordination between people who are arranging the relevant learning environments. This is a new role for Finnish teachers, and there is now a demand for staff development programs for these tutors.

On-the-Job Learning and New Vocational Qualifications

Vocational education in the upper secondary level is to undergo a thorough reform by the end of 2001. A main feature is the development of three-year qualifications in all fields that incorporate on-the-job learning and proof of professional know-how. The need for counselling as part of this process will be emphasized. Vocational qualifications will be similar, regardless of whether they are taken in a traditional form or in a competence-based approach.

The function of the vocational qualification reform is to provide broad-based key competencies in different areas, and more specific competencies and professional skills in sub-fields of the qualification. The qualification will be a broad-based classification of what skills are required in real working life. The key competencies of vocational qualifications will be used to create effective training programs. All students will be able to take a test to demonstrate their competencies.

All qualifications are to include at least 20 Finnish credits of on-the-job experiences. In the case of qualifications taken as basic education, a skills test, planned in collaboration with business, will be added to demonstrate movement toward achieving objectives. The basis for the curriculum and skill tests will mostly be the same for youth and adult vocational training programs.

Career Services of Vocational Schools and Polytechnics

In 1996, a career services project was launched in vocational schools and polytechnics in co-operation with employment offices. The project helps students enter the labour market or seek further training. The person responsible for career services in vocational schools is usually the guidance counsellor. Polytechnics generally employ a person specifically to take care of these services. Employment offices designate one of their employees to co-ordinate career services with the educational institutions. A network of educational institutions and employment offices is being created. The career services consist of:

- individual guidance, counselling and planning services;
- employment exchange and co-operation with employers;
- self-service points with access to the Internet and information material;
- placement of students in further education or in work, and follow-up on those placements; and
- teaching entrepreneurial skills and advising how to set up a business.

Employment Offices Renew Their Client Service Process

A job application strategy will be made for every job-seeking client at every employment office. This is the client's right. It is also the intention to have clients commit to carrying out their own part of the agreed on plan. Before beginning vocational education and training, a personal study program (PSP) is made for each adult student in Finland. In the PSP, previous studies and relevant work experiences are listed. Work and study experience, and even leisure activities, can prove beneficial to the individual in the present studies.

The process begins with an assessment of capabilities noting the skills obtained through earlier education, professional and general qualifications of the client, special abilities and personal wishes. These are assessed in relation to the needs for professional competence. At this point, an initial definition will be made of the individual's capacity for learning and of the possibility of earlier accomplishments being accredited toward an educational goal. The assessment of capabilities also will be used later to assess client progress. When a client decides to undertake some education, the assessment of capabilities serves as the starting point for an educator to draw up a personal study program. At this point, a decision is made on previous studies to be accredited, further study and on-the-job learning.

A good PSP is seen as a dynamic way of thinking. When PSP practices are developed as a way of thinking, and as an instrument for creating a learning environment and an organizational culture, they also promote student self-assessment, career planning and general life planning as an integral part of studies. The development of PSPs is successful when they are combined with sufficient individual and group counselling. In Finland, several new projects have been launched to develop good PSP practices. Most are based on the idea that counselling and guidance, both group and individual, form a concurrent process supporting learning activity during vocational training. According to Peavy (1995), skills training tends to be a de-contextualizing process, and reflexivity redresses this imbalance in that it promotes contextualization (understanding what one is doing, and why one is doing it) and promotes the discernment of assumptions and tacit knowledge. PSP practices can be regarded as an attempt to re-contextualize adult learning by *re-personalizing* study experiences.

National Age Program 1998-2002

Discrimination on the grounds of age affects many people when they apply for jobs, at work and in developing their careers. There may be room for improvement in attitudes, roles at work, management systems and personnel policy in many workplaces. The objective is to make it possible to create a personal career in such a way that the effects and strengths of aging can be considered. The responsibility for a program's success lies with employers, employees and decision makers.

The National Age Program 1998-2002 is an attempt to improve the position of those over age 45 on the job and in education markets. The program will be carried out with the co-operation of several ministries. Other co-operating partners will be expert organizations representing occupational health care, safety at the workplace, early rehabilitation, matters related to pensions, research institutions and experts on working life and learning. Labour market organizations are also involved. The intention is to assess aging and the needs for change in working life, and to disseminate the most recent information on employing older people. One component deals with the need to reform teaching methods for older people with greater use made of the adult professional qualification system. These objectives will be achieved more satisfactorily if guidance and counselling are emphasized equally with training.

Counsellor Training in Transition

Career counselling practice in Finland has traditionally been marked by a strong emphasis on individual and standardized personality assessment. Theoretical support has come from personality and development theories rather than career guidance and counselling theories. Today, career counselling in Finland is experiencing a paradigm shift with the growing influence of systemic family therapy approaches, paradoxical interventions and solution-focussed methods (White and Epston, 1990). The solution-focussed approach was accompanied by neuro-linguistic programming methods. There is also growing interest in the constructivist approach among career counsellors (Onnismaa, 1998). The current shift can be called "paradigmatic" because all the approaches previously mentioned affect the working models of counsellors, their practices and the methods they use, as well as the epistemology of career counselling theories and methods (Nummenmaa and Sinisalo, 1997).

Key Issues for Future Discussion

In Finland, several issues lie on the horizon.

Counselling in Educational Institutions

There are many factors in the structures and curricula of the school system emphasizing the importance of counselling. Counselling is a service for groups of users, both internal and external. Education formerly was implemented in classes, but now is becoming personalized. This affects the basic function of counselling, necessitating a distinction between career information activities and career services. Counselling should not be contemplated from the standpoint of an individual guidance counsellor, as this produces a risk that counselling will be marginalized. Individual guidance counsellors cannot handle the growing need for counselling. Furthermore, guidance counsellors no longer have a monopoly on the dissemination of information for personal career planning. As educational structures open up and co-operation among institutions increases, the need for personal counselling also will increase.

Challenges to Counselling in Labour Administration

The client groups at risk of marginalization include older individuals, those in poor health, the long-term unemployed and combinations of these. On the one hand, young people and ethnic minorities find it difficult to break into the job market. The unemployment rate among immigrants is 40 percent. Mental health problems are an obstacle to gaining employment. The volume of supported employment has decreased. The typical methods used in employment offices are not up to the challenge. In these cases, more emphasis should be given to training combined with supported employment, traineeships and work experiments.

The public sector needs to address uncertainty in the labour force and short-term employment. Present markets emphasize greater professional skill than before and, consequently, the risk of marginalization is increased. If counselling is to address this need, it must be a more long-term undertaking, more enduring, more personal, more therapeutic, and it should build more professional competencies than it does at present. Counselling also needs to address emotional problems (prevention of burnout) and, at the same time, society should set up a better safety net. The fundamental question in counselling is how individuals can build a functional career. It is really important to have an understanding of the opportunities in working life.

Adult Counselling

In Finland, the need for counselling in adult education has become apparent. As the move to replace conventional teaching with self-directed study and open learning principles has become better established, it has also become obvious that there is no road back to traditional pedagogy. Thus, counselling has had to adjust its working methods and become more open to innovation. Adult counselling is not a new and discrete professional field, but it requires a qualitative change among those doing interactive work, as the old models for helping and counselling prove irrelevant and even dysfunctional in vastly changed circumstances. These changes have affected not only educational institutions, but also planners and directors of education, those in private organizations (workplace educators and consultants) and on the counselling scene (career advisers, employment advisers, study advisers), those in management and social work, and all those concerned with careers and life course. Open learning environments and self-directed learning are not based on counselling to support teaching, but on counselling to support learning, which is integrated and conducive to life-course planning (Vahamottonen, 1998).

Action Steps

- **Culture for co-operative practices.** Financing from the European Union has fostered co-operation among organizations working toward improving the position of various groups (young people entering working life, immigrants, the long-term unemployed, the older generation, etc.) A culture of co-operation needs to be developed to ensure the continuation of these partnerships after EU financing is over.

- **Counselling and on-the-job learning.** On-the-job learning is playing a more important part of vocational education for young people and adults. On-the-job learning goals need to be developed through co-operation between students and educational institutions and workplaces. Every workplace needs to have a person responsible for familiarizing newcomers. Also, the teacher's role will need to change from something that happens exclusively within the educational institution to something that happens on the job.

- **Cross-cultural counselling** is a new challenge for most Finnish counsellors. There are some courses available dealing with multicultural issues in education and counselling. However, more training is needed to provide all counsellors with qualifications to work with clients from different cultures (Lairio and Puukari, 1998).

- **A network of centres of excellence in counselling.** There is a need for regional centres of excellence in counselling which combine practical counselling, resource development, research and counsellor training. The centres could be associated with universities and other educational institutions, thereby ensuring the quality of material produced.

- **Strengthen the professionality of counselling.** Increasingly, counselling methods are being used in other helping professions. There is a need for closer co-operation among professions and for forums to debate professional issues. There also is a need to increase opportunities for further education and supervision for counsellors which, in turn, will strengthen the counselling profession and help counsellors improve their positions within organizations.

- **Cross-organizational project for guidance.** In 1998, the National Board of Education called a meeting aimed at increasing co-operation among career guidance professionals in Finland. In 1999, a working group of career practitioners, researchers and policy makers was established to create "The Finnish Blueprint" to examine career services, find a common language among stakeholders and actively promote guidance practices.

- **The new need for ethical discussion.** Increased uncertainty and the decline of clear-cut guidelines increase the potential for ethical problems. Counselling often concerns issues around boundaries and interfaces (e.g., relations to the client, relations with one's own professional identity, relations to stakeholders or relations between one's own goals and those of the organization) (Nummenmaa and Yli-Vakkuri 1996). To deal with these situations, it is important to develop reflective professional practices, which require time and space for contemplation. Professional ethics cannot become a separate area, but need to be an omnipresent dimension in professional practice.

- **The effectiveness of counselling.** If individuals receiving counselling make meaningful choices and avoid erroneous ones, the resources invested in counselling are easily recuperated. In Finland, the basic attitude to counselling is positive, but when practical decisions are made, counselling is seen as an extra expense. There is a need for research on the effects of counselling for individuals, organizations and society, and for an evaluation of the evaluation methods used in counselling.

- **The need for guidance counsellor training.** Although the number of qualified counsellors has increased during this decade, there is a continued need for counsellor education because of retirement (Lairio and Puukari, 1999). The number of counsellors working full time has risen since the beginning of this decade. Further, the number of people from different professions and sectors doing counselling has increased. The National Board of Education is planning a specialist vocational qualification, whereby professionals working in different fields and organizations can enhance their competence within an adult vocational education framework. This will further add to the need for counsellor training.

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Endnote

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- The Finnish School Counsellors Association
- CareerStorm

13. CAREER DEVELOPMENT AND PUBLIC POLICY IN FRANCE

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Background: Structure of the Education System in France and Career Integration of Young People

Jurisdiction and Administration

Education in France is governed by a number of general principles:

- secular education;
- compulsory education for all children 6 to 16 years of age; and
- free public education during the compulsory schooling period.

All educational institutions are governed by national legislation enacted by the Ministry of National Education. The Minister of National Education and Research and Technology, assisted by a minister responsible for schooling, is responsible for implementing government decisions on education. The national office of the Ministry of National Education includes:

- agencies reporting directly to the Minister's office: staff, general inspections, finance, etc.;
- education branches: schooling branch, higher education branch, etc.; and
- other shared branches and units: teaching staff branch, administrative staff branch, research branch, assessment, programming and development branch, etc.

The Minister of National Education is represented at the regional level by an academic rector. Academies are modelled after the national office. At the departmental level, the rector is represented by an academy inspector and director of departmental services of national education. The heads of public local educational institutions (EPLEs) form the last link in the chain of command for administration and organization.

Private educational institutions come under the authority of various religious congregations, professional associations and even individuals. Many of these institutions, which operate "under contract" with the national government, receive extensive public financial assistance.

The 1982 *Loi de décentralisation* (*Decentralization Act*) and the 1993 legislation on work, employment and career development, redistributed responsibilities between the regions and the national government. Regions became responsible for lycées, specialized educational institutions and career development, while departments are responsible for "colleges." Elementary schools are governed by municipalities. Teaching and non-teaching staff members, however, are national government employees.

Preschool and Elementary Education

France has a long tradition of preschool education. By age 3, enrolment reaches 98.8 percent (MENRT, 1991). The *Loi d'orientation sur l'éducation* (*Education Reform Act*) of July 10, 1989 reformed the primary school curriculum and came into effect in the fall of 1992. The curriculum from kindergarten to the end of primary school is organized into three teaching cycles:

- the initial learning cycle — kindergarten;
- the basic learning cycle — senior kindergarten, preparatory course and first-year elementary course; and
- the development cycle — second-year elementary course, and the first- and second-year middle courses.

The *Reform Act* introduces more flexibility in learning rates. A board of teachers in each cycle determines whether the child can advance to the next cycle. Parents may challenge and appeal this decision.

Secondary Education

The junior secondary curriculum is delivered in lycées (colleges), which begin with the sixth year. At this point, grades are counted backward, conversely to the number of years completed. Thus, after five years of primary schooling, pupils take Grade 6 (which is also their sixth year of education), followed by Grade 5 (seventh year of education), Grade 4 (eighth year) and Grade 3 (ninth year). Distinctions are made between the adaptation and development cycle (Grade 6: 11 or 12 years of age), the central cycle (grades 5 and 4) and finally, the orientation cycle (Grade 3, 14 to 16 years old).

Completion of the orientation cycle marks a major transition for students

Each student receives an education/training recommendation. If the family disagrees with the recommendation, it may appeal to a board. The student's file is presented to the board by the student's teacher and by the school's guidance counsellor. The board issues a ruling on the student's application.

Since 1983, colleges have been required to develop a teaching plan. They must achieve nationally defined objectives by developing new strategies that reflect local characteristics and the specific student populations they educate.

Lycées provide general, technological or professional instruction, leading to a specific type of baccalaureat

The three years of lycée instruction follow compulsory schooling and are called second, first and final. These correspond to the 10th, 11th and 12th years of schooling, respectively.

Technical education is integrated into the general curriculum. Students enrolled in the general program can now earn a technological baccalaureat after completing the same number of years as the general program (three years), or a professional baccalaureat after four years. (Professional baccalaureat programs accept students with weaker marks than those in the technological programs.)

Completion of Grade 2 marks a second transition for students

At this point (10th year of schooling) students now must choose the general, technological or professional stream. In the last five years, approximately 62 percent of students in a given age group earn a baccalaureat. The vast majority graduate with a general baccalaureat.

Higher Education

Higher education includes:

- public and private universities (each reflecting an instruction and research specialization) (UFR) deliver instruction in law, medicine, literature, science, etc.);
- university institutes of technology (IUT) and technical studies (STS) — two-year programs leading respectively to a DUT (university degree in technology) or BTS (higher technician's licence);
- preparatory years and classic schools of literature, science, commerce, management, accounting, etc. (Along with schools of engineering and medical programs, these are considered the most prestigious.);
- national schools of engineering (The Ministry of National Education, Research and Technology trains more than half of all future engineers.); and
- specialized schools (paramedical, social, legal, administrative, etc.).

Over the last five years, approximately 50 percent of students have enrolled in programs of higher education. In 1997-98, enrolment was 2,132,400, including 1,311,200 students registered in universities, 47 percent in undergraduate programs, 37 percent in master's programs and 16 percent in doctoral programs. The breakdown between program levels varies greatly according to discipline.

The major observable trends are as follows:

- There has been stagnation and even decline in total enrolment since 1995-96, following a period of strong growth. This reflects basic demographics.

- There is strong growth in the IUT sections. From 1990-98, the number of students in IUTs rose by a factor of 1.52, enrolment in preparatory programs by 1.21 and in STS programs by 1.18. The same coefficient for universities was 1.20. Today, only 45 percent of entrants into higher education choose university.

- The growth of engineering schools has dropped since 1994. Between 1990 and 1998, the coefficient of growth was 1.37.

- The number of students registered in commerce, management, accounting and sales has returned to 1990-91 levels.

A Few Facts on Employment of Young People

Three conditions characterize employment of young people in France today:
- high unemployment, especially among those without a degree;
- the important role of degrees in employment (and their growing devaluation); and
- significant differences between the sexes.

High unemployment, especially among those without a degree

An Organization for Economic Co-operation and Development (OECD) study published a little more than two years ago showed that among the developed countries, France has one of the highest unemployment rates among young people without a degree (*Le Monde*, December 27, 1996).

A survey conducted by the Centre d'études et de recherche sur l'emploi et les qualifications (Centre for Studies and Research on Employment and Qualifications) (CEREQ, 1999) clearly highlights the impact of level of education and a degree on access to employment. This five-year study focusses on the employment status of 640,000 young people who left the education system in 1992. Of the men, 83 percent were working in 1997; for the women in the study, the figure was 71 percent. Twelve percent of the men and 18 percent of the women were unemployed. The remainder had returned to school or were not active in the labour market.

The study suggests:

- The higher the level of education, the better the protection against unemployment (with a ceiling at admission to doctoral programs).

- Obtaining a degree affords additional protection.

- The higher the level of education, the higher the median salary.

- Degrees in the industrial sector provide better protection from unemployment than those in the tertiary sector and generate higher income (except in doctoral programs, where the trend is reversed).

Degrees are a major factor in integration, but tend to lose value in the job market

The number of graduates is rising faster than the number of suitable jobs. This is resulting in a significant devaluation of degrees in the job market. (Forgeot and Gautié, 1996: 6). See Appendix 2 for the statistical data.

Career integration more difficult for young women

The "Generation 92" study (CEREQ, 1999) shows that:

- More young women are unemployed than young men (18 percent compared with 12 percent).

- Young women hold part-time jobs much more often than young men (often not by choice).

- Although girls perform better in school than boys (girls account for about 55 percent of students in the final year of general and technological lycée programs), the median monthly salary for these young women in 1997 was 930 Euros, compared with 1,113 Euros for young men.

These phenomena are probably due, in part, to the concentration of girls in tertiary-sector programs (where they account for three quarters of graduates at all degree levels).

Current Situation: Assessment, Information, Assistance with Transitions and Career Development in France

Attempting to describe the current situation in a few pages is challenging. Key characteristics include the following:

- The structures are constantly changing.

- A large number of diverse structures has been established for these purposes.

- Coherence between national government initiatives and specific regional initiatives is an issue.

- Activities in this field are not as compartmentalized as in the past; training and career development activities often overlap.

One way to differentiate the kinds of career development assistance is based on mandates. Mandates are often defined by target populations served — educated young people, groups with serious social and career integration difficulties, adults seeking (or forced) to redirect their career, etc.

Some institutions target primarily young people or adults, and emphasize counselling (individual or group) or information. This classification has been used in the following pages.

Career Development Services for Youth

The main goal of these services is to help young people build career plans and assist with education, training and employment.

The *Loi d'orientation sur l'éducation* (*Education Reform Act*) of July 10, 1989 stipulates (in s. 1) that the right to education is guaranteed for all citizens, to enable them to integrate into social and work life and fulfil their role as citizens. Section 8 stipulates that the right to guidance and information on education and careers forms part of the right to education. Students develop their education and career plans with the assistance of the institution and the educational community, especially teachers and guidance counsellors.

The *Loi quinquennale relative au travail, à l'emploi et à la formation professionnelle* (*Five-Year Labour, Employment and Skills Training Act*) of December 20, 1993 indicates (s. 54) that before leaving the education system and regardless of the level of education completed, every young person shall receive skills training. S. 56 stipulates that students will have all the information required to develop an education and career plan, particularly information and preparatory training for careers provided through a specific type of work contract and through school courses. This information is provided jointly by guidance counsellors/psychologists, teaching staff, information technology counsellors as well as representatives of professional and trade organizations and chambers of commerce.

This Act delegates, to regions, the responsibility for continuing skills training for young people under age 26, especially in the areas of assessment, information and guidance.

The *Loi d'orientation relative à la lutte contre les exclusions* (*Reform Act respecting the Fight against Exclusion*) of July 29, 1998 institutes the universal right to a new start. Henceforth (s. 4), every unemployed person 16 to 25 years old or every person chronically unemployed or encountering labour market entry problems is entitled to assessment, a skills review and career guidance to make a new start through training, personalized support or a development path toward employment or the creation or revival of a business.

Several circulars issued under this legislation are noteworthy. These include the following:

- On May 10, 1996, the Ministry of National Education defined the objectives of the youth career mandate: raise career awareness of young people and provide specific training initiatives for youth-at-risk. Initiatives include information and guidance sessions (SIO, lasting four to six weeks), alternating career integration cycles (CIPPA, which may last up to a year) and personalized plans to access qualifications and diplomas (ITHAQUE, lasting 300 to 400 hours).

- On July 31, 1996, the Ministry of National Education covered the implementation of experimental guidance education in colleges by specifying that teachers must play a key role in guidance and that guidance counsellors/psychologists work primarily as technical counsellors in technical institutions, and through personal counselling sessions.

- Under the fight against exclusion reform, the TRACE program (access to employment path) targets young people 16 to 25 years old with no qualifications. This initiative provides mentoring that may last up to 18 months and a personalized career plan. It includes placement and training initiatives focussed on teaching basic skills or attaining specific qualifications. The number of recipients should reach 40,000 in 1999 and 60,000 in 2000.

Advisory bodies

The main structures involved in these measures are outside the school system.

- **Information and guidance centres (CIO)** total 518 and report to the Ministry of National Education (although capital and operating costs of 238 centres are funded by departments). Headed by a director, they are staffed primarily by guidance counsellors/psychologists (COP, numbering about 3,800). They handle requests for counselling from the public and students in their area. They work primarily through counselling interviews, information sessions and group sessions. These counsellors are full-status public employees with five years of advanced study in psychology.

- **Local missions (ML) and assessment, information and guidance offices (PAIO),** numbering 322 and 308 respectively, generally have association status and are headed by an elected local official. They receive 37 percent of their funding from the national government and

63 percent from regions. They have a staff of 6,000 (*Le Monde*, March 13, 1999) with a wide range of qualifications. (They are demanding to be granted status.) They provide individual and group activities. In particular, they pilot the TRACE program for young people (16 to 25) without a school diploma. In practice, however, 40 percent of their clients (1.3 million in 1998) are young people with at least a baccalaureat.

- Each university has **university training and guidance services (SCUIO)** and business **work-study placement services**.

Beyond these three main structures, there is a wide range of other independent agencies providing assessment, information and counselling to young people. These include GRETA (public institutional groups for continuing education), which employ CFC continuing education counsellors, information offices in chambers of commerce, trades, crafts or agriculture, trade centres or houses, and private guidance centres.

Information agencies

Two public agencies develop information specifically for young people.

- The **national information board on employment and training (ONISEP)** (Ministry of National Education) produces many documents (in print, audio-visual and electronic format) for distribution specifically to information and guidance centres and schools, and for sale to interested members of the public.

- The **youth information and documentation centre (CIDJ)** (Ministry of Youth and Sport), produces fact sheets on training, jobs, recreation, etc. With local outlets, its information-documentation officers handle requests for information from young people.

Private companies also design and develop information. These include orientation services and especially the student group l'étudiant (Havas) which has achieved astounding success. This business produces many guides, and organizes impressive trade shows in major cities in France (and even the rest of Europe) at which major training institutions are present.

Initiatives for Adults

Advisory bodies

Three main structures work with adults.

- The **national employment agency (ANPE)** provides placement, counselling, training planning and career assistance services. The agency reports to the Ministry of Employment and Solidarity, and has 840 local offices, employing some 17,000 officers, including employment counsellors. Staff members are trained (in rotation) for six months.

Group sessions (sometimes subcontracted to outside agencies) target primarily the most disadvantaged job applicants in the labour market.

- The **association for adult skills training (AFPA)** (Ministry of Employment and Solidarity) focusses on continuing skills training. It has a staff of about 10,000, including 700 occupational psychologists. Their main role is now to assist the consultants sent by ANPE in developing training plans. The plan is then carried out at AFPA or in another training agency.
- **Inter-institutional review centres (CIBC)** are often associations reporting to a support structure (GRETA, ANPE, AFPA) or non-profit association. There are now about a hundred CIBCs. Their role is to enable workers to analyze their career and personal skills as well as their aptitudes and motivation, to develop a career plan and, where appropriate, a training plan. These reviews can be conducted in CIBCs or other institutions (such as placement agencies). However, little use is made of this program: 80 percent of the 109,000 reviews conducted in 1995 were for unemployed people or young people entering the labour market for the first time. That year, 900 agencies conducted reviews for employees. Most of these were for women 26 to 44 years old in middle management positions. The average length of these reviews was 18 to 20 hours. The average cost was 396 Euros in a CIBC and 1,265 Euros in another agency. The reviews are funded by companies (for employees) or by the Ministry of Employment and Solidarity or local communities.

Some structures specifically target certain groups. These include the association for employment of managers (APEC) (the largest, funded by a special deduction from the pay of managers) and the association for employment of agricultural managers and technicians (APECITA). Retravailler (reworking) specifically targets women returning to work. Some private companies also provide career development assistance services.

Information agencies

The **centre for development of information on continuing education (Centre INFFO)**, created by decree on March 1, 1976, is a non-profit association funded partly by the Ministry of Employment and Solidarity. It produces and distributes brochures, documents and books on skills training and also trains guidance workers and heads of continuing education.

Information and training leadership and resource centres (CARIF) are regional agencies that gather and disseminate information on skills training and trends in economic development. France also has about 30 **training information centres (MIF)** which support continuing education agencies.

Current Strategic Issues

The Minister of Employment and Solidarity, Martine Aubry, has stated:

> The training system has become complex and incomprehensible for many citizens. The large number of players — the national government, social partners, the regions — is definitely an asset in our country but results in confusion, with overlapping roles and responsibilities, and a lack of consistency in delivery of interventions. In addition, some services appear to be far removed from the purposes of career training. All this hampers career development activities at a time when our country is experiencing a pressing need. Forty percent of the labour force still has less than level V qualifications, a very poor performance for an industrialized country such as France.... Yet today, obtaining information, counselling and ultimately training too often requires the stamina of a warrior, especially for the most vulnerable people in small business and the labour market (Aubry, 1998: 11).

These few sentences summarize the main strategic issues facing career development issues in France.

The most basic issue involves reducing unemployment, especially among young people, particularly those least qualified. These are priorities:

- Prepare graduates from the education system for the workplace.
- Develop qualifying skills training for small business.
- Validate the skills and qualifications acquired on the job (i.e., prior learning assessment).

The Minister of Employment and Solidarity noted that training initiatives and measures to provide personalized career development assistance appear to be fairly ineffective in meeting these priorities. There are several reasons for this.

The first involves the complexity of the delivery system.

> Information, guidance and career counselling must result in an individual action plan with clear stages and steps toward employment. Organizations that take part in this mission must achieve greater coordination. The large number of providers may be a source of confusion for users, but it is primarily the lack of consistency and coordination in developing actions that saps the effectiveness of public policy in this area (Aubry, 1998: 14).

The short-term objective, therefore, is to co-ordinate the activities of the various systems for service delivery.

Achieving consistency is no mean feat. As noted, the 1993 *Five-Year Labour, Employment and Skills Training Act* transferred some responsibility in this area to the regions, especially those related to integration for young people in greatest difficulty. Regional policies in this area, however, have differed. As a result, "equal treatment of these groups is no longer assured" (Aubry, 1998: 13). Moreover, policies that have been introduced by the national government since the passage of the act often overlap the initiatives of regional councils. The issue of co-ordinating action by central and regional authorities has become acute.

It should be noted that the oldest information, guidance and counselling structure — centres of information and guidance — is not mentioned by the Minister of Employment and Solidarity. The reason may be that this structure is the responsibility of the Ministry of Education, but may also be because of the long history of their integration into the education system. This integration, sought by staff, began in 1922, has continued very consistently, regardless of all political and social changes. Now managers in education periodically lament that counsellors are out of touch with workplace realities. They "forget" that the current situation is the result of their own policies, implemented over decades. One result is that guidance has become essentially academic counselling, and the career guidance counsellors of the 1930s have become guidance counsellors/psychologists.

It is significant that personal and professional "career education" in France is called "guidance education." This essentially is the responsibility of teachers who, in the French school system, are the preferred decision makers in guidance matters involving their students. Their activities have been described as a series of techniques gradually leading the most underprivileged students to accept training paths they would otherwise reject (cf Huteau, 1997, Dumora, 1998, Guichard 1998). Assistance with review and development of personal and professional plans becomes a school guidance process that follows the "logic" of the teaching system and the teachers' judgment categories.

Increasingly, CIOs under the Ministry of National Education are focussing on information linked to school guidance. At the same time this ministry is developing a major program to achieve widespread employment of young people. This gives the impression that national education is advancing in a dispersed fashion, in which the network of CIOs is relying on the educated public. Instead, the focus is shifting to the local offices. Many staff working in these offices have no specific training for assessment and career development assistance.

This leads to the following paradox: qualified staff (guidance counsellors/psychologists) focus essentially on young people in school and appear to limit their activities to fairly simple tasks of providing information about education and training (cf Gentil and Serra, 1997). Conversely, the least qualified staff in this area are responsible for client groups with serious problems and helping these clients to achieve social and career integration.

Key Issues for the Future

The issue of maintaining the structure of information and guidance centres under the Ministry of National Education (and its implementation in conjunction with other intake, information and guidance structures) is one problem to be solved.

"Youth spaces" and "trade centres" are gradually taking the place previously held by CIOs in the areas of career development review and counselling and career guidance. The current situation involves gradual marginalization of CIOs. In this context, two solutions are possible. The first involves continuing to integrate guidance counsellors/psychologists into educational institutions. This would assume a virtual doubling of staff to provide each college and public lycée with at least one counsellor and would leave the issue of guidance in higher education unresolved. It would also likely reinforce the academic-based approach to guidance (unless the "guidance and allocation procedures" were reformed). The problem of access to assistance for all young people leaving the educational system would probably remain unchanged.

The solution of maintaining the CIOs, therefore, appears particularly desirable. From an administrative view, this choice entails resolving the outstanding issue of the legal status of CIOs. The solution, proposed by Pair (February 1998), of bringing together the CIOs into a single public institution is consistent with the legislation of December 20, 1993 granting the regions jurisdiction over student information. A policy stressing the national government's role in career assessment, review and guidance (such as that developed in the act of July 29, 1998) might lead to a more centralized solution.

However, the independence of CIOs has little meaning in the context of current school guidance procedures. Guidance counsellors/psychologists actually play only a marginal role in determining the career futures of students. The current student guidance allocation arrangements lead to an ever more glaring social segregation. Teachers' guidance proposals are based on judgment categories (Mathey-Pierre, 1997) that subtly combine considerations of academic merit more directly with social categorizations. With equivalent academic results, there is some evidence that students from modest backgrounds are gently persuaded to "choose" educational paths with a "lower payoff" in terms of social and workplace integration (cf Duru-

Bellat et al. 1997; Labopin, 1997). In addition, since only one set of skills appears to be valued, these guidance procedures contribute to a social stratification of education initiatives. These considerations emphasize the importance of sweeping reforms of current guidance procedures.

Reforms are especially pressing since the issue of social and workplace integration of young people from various cultures is becoming acute. Several recent publications (Debarbieux, 1999; Favre-Perroton, 1998; Payet, 1995) show that the academic distribution of students implicitly (and sometimes explicitly) reflects criteria that could be seen as "ethnic." At a more basic level, discrimination in hiring based on these criteria is not uncommon (e.g., cf Wieviorka et al.,1992; Balicco, 1999). With the same education, the unemployment rate among immigrant children is much higher than among children of parents born in France. The rise in rude remarks and urban violence (cf Jelen, 1999) and certain movements challenging the non-secular nature of schools (through showy displays of religious identity, for example) must be interpreted in light of these circumstances.

Unequal access to relevant information on training, careers and employment is a key factor contributing to the social problems just cited. Training today is much more readily available (e.g., there are now 15,000 continuing education organizations in France) in a broader range of fields and at more advanced levels than a few years ago. In conjunction with this, changing sectors and new work systems, and new forms of employment are making career information and research much more difficult. There is no shortage of information. There is even too much. However, access carries financial costs, and information in this area probably suffers in the same way as all other knowledge: it reaches those with the least cultural and social capital late (or even too late). An issue is whether the information required for career development activities — and the activities themselves — are no different from any other products (subject to the rules of the marketplace) or, whether it is considered a common good, and thus must be excluded from strictly commercial considerations.

In the case of regulation by the market, we can imagine that information and counselling operations with the poorest "performance" will disappear in the face of competition. The problem of training and supervision of players then becomes less critical if we consider these activities essentially public services.

If we consider that these activities involve the common good (and therefore must help achieve a more just society), government authorities must ensure the quality of service provided to users. In this respect, France's situation is fairly disturbing: many professionals (or players) lack specific training and genuine supervision. Even more disturbing, training organizations appear to have become a preferred area for investment by various sects (statement by Alain Vivien, head of the government sect-monitoring agency, on Radio France-Culture, February 18, 1999). Specialized companies have also emerged. These provide products (software, tests, educational methods, information brochures), in some instances, of unproved and unvalidated quality. A lack of training among some professionals or players in the field of career development makes them particularly vulnerable to advertising campaigns by these companies.

In the end, the key issue appears to be defining the basic outcomes of career development services. This exercise clearly is based on ethical and political choices. Is the mission of these services to contribute to building a more just society that is more democratic, more integrated and more respectful of cultural differences? Or must the mission focus solely on each person's career development and on immediate career integration into modern-day companies?

Action Required

Various initiatives can be taken to solve some of the problems just described.

- **Reform student guidance-allocation procedures in secondary schools.**The most radical changes would involve removing authority in this area from classroom teachers (and perhaps transferring it to boards of teachers in disciplines that students wish to enter) as well as introducing more objective procedures for assessing diversity in students' aptitudes. This reform could, for example, require young people to submit, to an admissions board, a record of social experience related to their training and employment plans.

- **Give CIOs a legal status, clarify their mission and co-ordinate their activities with those of other structures.** The fact that CIOs are located outside schools provides the huge advantage of mediating agencies. However, these institutions lack a clear legal status. Their specific mission and their relations with neighbouring institutions should be defined in light of the specific psychological expertise of counsellors in these centres.

- **Develop counselling and assistance activities for students geared toward career success and development.** Half of French students enrol in higher education; 45 percent of these enter university, where the failure rate at the undergraduate level is high and where changes in career path are quite common. The information and career development counselling available to students are very inadequate (approximately one counsellor for 20,000 students). How can these activities be developed to reach out to students?

- **Develop methods for validating gains.** "We must build a new, more open system for validating gains that recognizes work experience and broadens the prospects for career mobility." (Aubry, 1998: 13). As the minister points out, "the current system has become complex and unresponsive to needs." The basic issue to be resolved by this measure is the development of strict validation procedures.

- **Combine the expertise of various organizations and provide equivalent services to different client groups.** Client groups in each geographic district need essentially equivalent resources. Combining expertise would mean studying the potential complementarity of institutions and probably having each institution specialize in certain types of interventions and types of client groups.

- **Certify the qualifications of career development workers and professionals.** Ensure that clients receive quality services. Minimal levels of knowledge should be defined, particularly in the fields of the sociology and psychology of counselling, adolescence, career development and work. The same would apply to professional qualifications. Measures can be considered for validating the professional skills of workers already in place. Faced with the spread of questionable intervention methodologies, do we need to place renewed emphasis on worker training? (The briefing note issued on July 25, 1997 by the Office of the Inspector General of Social Affairs on review of skills concludes that "attention must be paid to professionalizing service delivery and establishing rules for empowering beneficiaries.")

- **Supervise practices.** Concern for the quality of service provided to the public requires that the practices of workers and professionals be supervised. Would it be possible to form a body of supervisors with jurisdiction over all career development workers and professionals? Could dissatisfied users file complaints with these supervisors? Should we consider founding a professional association?

- **Provide universal access to accurate, relevant information on training and careers.** This is an especially difficult problem. A government-controlled organization is not necessarily up to the task of providing accurate information on actual operation of the public education system. Yet private information companies cannot operate without making a profit and may be susceptible to the sway of some advertising. Should ethics boards be formed to set certain standards and exercise a measure of control?

- **Develop basic and applied research to devise and teach the use of methods and tools.** School and career guidance practices were developed in France to provide methods and tools based on strict standards. As early as 1929, France had a scientific journal and specialized research service. These structures (which still exist) are now inadequate to deal with the proliferation of various ideologies and the intense output of cultural information. The creation of a global network of academic researchers specializing in this technology should be considered.

- **Encourage debate on the outcomes of career development practices.** Finding solutions to most of the problems just described cannot be achieved without clearly defining the outcomes of these practices. This definition obviously involves a choice of policies and ethics. Professionals can contribute by defining some of the ethical principles.

Appendix 1: Statistical Data from "Génération 92" (Céreq, 1999)

In the subpopulation of active workers or those seeking employment in 1997, we find that:

- 12.7 percent did not earn a diploma of general education. In this subpopulation, the unemployment rate is 38 percent and the average share of time unemployed between 1992 and 1997 was 38 percent.

- 29.7 percent left school after only brief career training. Among those who earned a diploma, the unemployment rate is 15 percent and the share of time unemployed is 18 percent. For those without a diploma, these figures are 24 percent and 25 percent.

- 21.9 percent reached the baccalaureat level. Among those who earned this degree, unemployment is 11 percent and time unemployed is 15 percent. For those without a diploma, the rates are 16 percent and 19 percent.

- 12.4 percent left school after a brief technical higher education (BTS or DUT). Among those with a diploma, unemployment is seven percent and time unemployed is 12 percent. For those without a diploma: 10 percent and 15 percent.

- Six percent left after two years of general higher studies (DEUG). Holders of these diplomas posted unemployment of eight percent and time unemployed of 11 percent. For those without a diploma: 16 percent and 18 percent.

- 7.4 percent left after extended higher education (licence or master's). Among graduates, unemployment is five percent and time unemployed is 10 percent.

- 5.8 percent completed doctoral studies in university. Unemployment in this group is seven percent and time unemployed is 14 percent.

- 4.2 percent completed a program at a school of commerce or engineering. Among these graduates, unemployment is four percent and time unemployed is 10.1 percent.

Appendix 2: The Devaluation of Degrees

An increase of about 100,000 was recently observed in the number of candidates in various higher technician's licence (BTS) programs between 1989 (then at 130,000) and 1996. In 1991, 30 months after leaving school, 68.1 percent of employed holders of a BTS obtained in 1988 were in intermediate or executive positions. In 1997, for 1994 graduates, this figure had dropped to just 40.6 percent (*Le Monde*, February 11, 1998).

In general terms, a comparison of level of education and employment (using the career and socio-occupational category nomenclature) reveals:

> [T]he proportion of over-educated applicants rose sharply between 1986 and 1995 among those with a baccalaureat or higher degree. It rose by almost 6 points among graduates of a doctoral or university-level school program (from 25.4 percent to 31.2 percent). It rose by a factor of 2.6 among graduates of a masters program (from 7.4 percent to 19.2 percent), and by close to one fourth among graduates of short programs of higher education (from 31.6 percent to 39.1 percent), and by more than half among graduates with a general baccalaureat or higher technician's licence (from 18.5 percent to 28.3 percent) Finally, it increased by almost 2.4 percent among applicants with a vocational and technical baccalaureat (from 9.4 percent to 22.2 percent) (Forgeot and Gautié, 1996: 4).

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Endnote

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14. CAREER DEVELOPMENT IN GERMANY

Hubert Haas, Chairman of the German Association of Vocational Counsellors
(Deutscher Verband für Berufsberatung e.V. - dvb)

Work also means earning one's living
but there isn't enough (paid) work for as many as six billion lives.

Let's replace competition with co-operation:
co-operation with anybody who complements our individual talents
with the ones we haven't had time to develop yet.

Context

From 1982 to 1998, Germany was governed by a coalition of the Christian Democratic Party, led by Chancellor Helmut Kohl and the Liberal Party. Their prevailing philosophy was that encouraging investment should lead to a prospering economy, which would create new employment and, therefore, prosperity. Economic development would be reached by lower taxes for businesses, limited taxation of higher incomes, renouncing taxes on inheritance and reducing contributions to social security.

The 1998 election was won by a coalition of the Social Democratic Party, led by Chancellor Gerhard Schröder, and the Green Party, an ecologically oriented political party formed by the ecologic and antinuclear movements in the 1970s. Two factors led to this shift. First, 16 years of neo-liberalism had led to exploding profits for companies but lower real incomes for average workers. There was increasing wealth in the top section of society, without the expected investments and less new employment than expected. The employment rate dropped from 48 percent in 1990 to 45 percent in 1997, and social benefits increased from 28.7 percent to 31.7 percent of the domestic gross national product. Second, unification of the former two Germanys was much slower and more expensive than expected.

Guidelines of the new social-ecological government are:

- reduced taxes on lower incomes and increased taxes on extremely high incomes;
- financial relief for families with children;
- reintroduction of business and inheritance taxes;
- changing to an ecological tax system by introducing massive taxes on energy;
- changing the method for calculating social security contributions by using the net product instead of the sum of incomes; and

- abandoning nuclear energy.

Election slogans illustrate the basic change. Posters of the Conservative-Liberal Coalition read, "Success must be worthwhile again!" Banners of the Social Democrats-Green Party declaimed, "Self-responsibility, based on social solidarity!"

When this report was written, the new government had just finished its first 100 days in office. Most decisions of the first political chamber, the Bundestag, have to be passed in the second chamber, the Bundesrat, where the federal states are represented and the Conservative Party has the majority. Thus, new laws regularly represent a compromise among political parties, not only the governing coalition parties, and the process of political change is slowed considerably.

Added to the above is the fact that much of economic, monetary and foreign politics are being transferred to the European Union. Further, the unification process is temporarily impeding some decisions, especially in the context of economic policies and, therefore, career development services.

Educational System

School attendance is compulsory for nine years, starting at age 6. Over 80 percent of the children visit kindergarten and pre-schools, starting at age 3. During the first four years, 95 percent of the children attend elementary school. Some handicapped children attend special schools.

After elementary school, the school system traditionally splits into three branches. Parents decide which branch their children will pursue, based on a recommendation from the school. The *hauptschule* (main school), which used to be the standard school, leads to Grade 9, after which most pupils start an apprenticeship. The *realschule* (middle school) leads to Grade 10 and the *gymnasium* (high school) to Grade 13. In 1998, approximately one third of all pupils attended each of these three branches. Today, the percentage in *gymnasium* is steadily growing, while the percentage in the *hauptschule* is drastically sinking. After Grade 9, pupils have to leave school if they have not passed two consecutive grades.

A second system exists in parallel to this general education system — the professional school system. Schools in that system combine general education with basic professional training for a family of professions. The different schools start after Grade 9 or 10. Entrance is based on satisfactory grades. Pupils who obtain a degree from a professional school can re-enter the general school system to obtain the next higher level of education.

Training System

The key element of the professional training system is apprenticeship. For more than 400 professions, there are government-controlled training schemes, covering a training period of 3.0 to 3.5 years. The apprentice works in a company and is trained on the job, usually for four days a week, and attends a trade school one day a week. The apprenticeship is concluded by an examination in practice and theory, leading to a journeyman's certificate. After a minimum of three years of work experience, a two-year course can be attended which leads to the master's certificate. Only masters are authorized to train apprentices.

Most states acknowledge these professional certificates as equally valued as the general education certificates from the *realschule* or *gymnasium*. This allows participants in both school systems (general and professional) to obtain either higher degrees or to study at university.

Professions in social services and some of the sciences are gained by attending specialized professional schools instead of apprenticeships. Tertiary training offers two different types of studies: more scientifically oriented universities and more practically oriented *fachhochschule* (university for applied sciences). Further training is offered by a variety of schools, seminars, courses and tele-learning. In 1999, the National Data Bank KURS (Course) listed over 350,000 such opportunities.

Larger businesses offer training courses or send employees to special public courses, especially after introducing new products, methods and philosophies. The *Third Social Act* of 1998 (*Sozialgesetzbuch III*) requires employers to ensure the availability of staff (qualitatively and quantitatively) needed to perform their business. The corresponding responsibility of employees to plan and organize their own career is identically expressed in this law. However, the law merely expresses expectations toward employers; it lists sanctions for employees who do not take responsibility for their individual career (including cancellation of unemployment benefits).

Key Points for Career Decisions

The first key career decision point is in Grade 4 when parents decide which branch of the general education system their children will attend. This decision strongly influences access to apprenticeships and professions. Increasing requirements in professional life made the training schemes for apprenticeships repeatedly more complex and difficult, leading employers to prefer a *realschule* certificate as the entry level for an apprenticeship contract. Graduates from the *hauptschule* can continue in professional schools, but only if their marks are good enough. An increasing percentage of *hauptschule* graduates do not obtain an apprenticeship contract with a company and, therefore, are offered apprenticeships in government training facilities.

If marks from the last school attended allow one to continue education and training, key points for career decisions are reached whenever a level is completed. Elements of the general and professional school systems, and of the professional training system can be combined in a wide range of steps, changing among the systems, re-entering them or climbing up step by step within one system.

As the law of 1998 emphasizes, career development is an individual responsibility. Public subsidies to participants in training courses have been really reduced and are limited now to the unemployed. This radical change has not yet entered the public consciousness, especially not the conclusion that individual lifelong career development demands lifelong saving to fund continuing education. Insurance companies, though, have started offering a special type of life insurance policy which pays a certain sum of money every four or five years for this purpose.

Current Career Development Provision

In Germany, the Federal Labour Exchange Office (the Arbeitsamt) was *exclusively* (until 1997) authorized by federal law to offer career development and employment services. The Arbeitsamt also is the constitutional institution responsible for unemployment insurance, as well as financial support to participants of full-time (re)training. This powerful institution is the key national institution to carry out labour and social policies of the federal government. The Arbeitsamt has over 700 branch offices that cover employment and career development services, and unemployment benefits, nationwide, with a staff of almost 100,000 employees. Career development services for youths and adults are performed by two different departments of the Arbeitsamt which have quite different policies, methods and resources.

There are 350 bigger branch offices that house professional information centres: multimedia, self-service, computer-based repositories of vocational information. They are the very best, and often only, address in town for career information. The following news item illustrates the size, and power, of the Arbeitsamt. The computer system of all branch offices is being updated. The 1999 order form listed 65,000 Pentium II computers, 42,000 printers and an unheard of figure for modems, scanners, data storage, etc. This represents the biggest sale in the history of the European computer business.

Legal Rights in Obtaining Career Development Services

Each branch office of the Arbeitsamt is legally obliged to offer career development services oriented to the individual needs of citizens seeking assistance. However, in practice, funding, staff, equipment and time are limited, and service can be uneven. In 1997, a major evaluation project came to the following conclusions. Youths were generally satisfied with the service. However, they felt they had to wait too long for an appointment, the time available for individual counselling was too short, and they would have appreciated more opportunities for repeated and consecutive service. Feedback from adults was more critical, especially regarding the legally stipulated practice of only offering career possibilities for which vacancies were registered or funding for training was possible.

The Role of Voluntary and Private Agencies

When the monopoly of the Arbeitsamt on employment services was relinquished, private and volunteer agencies began to open. Fees for these services can legally be billed only to the employer. Thus, private employment services concentrate on high-income occupations. A few private agencies offer career development services to individuals by using different labels such as coaching, career planning or job guidance.

All universities offer free counselling to students, and all high schools regularly have one counselling teacher. However, these counsellors have numerous higher priority duties and they only scratch the surface of career development issues.

Now that the Arbeitsamt no longer has a monopoly on career development services, the development of private and volunteer agencies is starting to shape the field. Citizens seem to consider the process of career development to be more than simply seeking a new job. Indeed, career decisions tend to influence longer time spans, are much less reversible, inflict higher costs and cause more uncertainty than employment decisions. This causes considerable demand for professional career development services.

Career Development Services within Organizations and Companies

Staff development has become a necessity in organizations characterized by rapid change, especially when needed qualifications cannot be bought on the labour market. Thus, staff development has taken on increased importance in Germany. Staff developers and career developers form two different associations and do work for different customers. For staff developers, the customer (and usually, employer) is the company or organization, and the aims of business have top priority. For career developers, the individual client is the customer and the focus is on her/his aims and interests. While this difference is obvious, the situation is more complex if a company hires an external agency to provide services. Both associations emphasize the importance of counsellors declaring their loyalty at the start of counselling.

Training of the Staff of Career Development Services

There is no publicly accessible training facility for professional career developers in Germany. The Arbeitsamt's monopoly on service led to a monopoly on training. Arbeitsamt staff are trained in a three-year course at a private Arbeitsamt university. To enter the program, students must have a *gymnasium* degree, an apprenticeship degree for any trade or craft, and a minimum of two years of work experience. The course is interdisciplinary, combining elements of psychology, education, sociology, law, economics and medicine, and includes intensive practical training in branch offices of the Arbeitsamt. Over the last 10 years, this program has not been able to keep pace with the training needs of the Arbeitsamt. To compensate for this, a six-month training course was developed supposedly to qualify clerks, officers and office staff of the Arbeitsamt to become professional career counsellors. This situation is cause for alarm in professional circles and the Counsellors Association is currently creating a public training institute for career counsellors.

Examples of Innovative Practices

Career Development Services for Public Employees of the City of Berlin

After Berlin was reunited, municipal authorities had to reorganize the administration of the eastern part of the city, standardize two very different systems and retrain a large number of staff. Part of the task was to sort out people whose political history in the former East Germany disqualified them from becoming a "western" official. For former eastern staff who lost their job and for western staff who refused to be transferred to eastern offices, the Arbeitsamt, of necessity, gave primary allegiance to the municipal authorities.

Soon the necessity of a second step became obvious. East Germany had not known "unemployment" (practically everybody was "employed"), but the staffing system was very inefficient. Thus, another mammoth downsizing and retraining program was devised to reduce municipal staff from 230,000 to 92,000 over five years. To accomplish this, an entirely different concept was created. People were guaranteed an occupation with the Senate of Berlin at the same wage for five years, but they had to give up any claim to their previous job. Over 150 career developers were engaged from external organizations to implement this program. They began with a question: "In five years at the latest, 50 percent of you will lose the job you have today. What do you personally want to do about this?" All expenses for the program are paid by the City of Berlin; half of the individual or group sessions take place during working hours, half outside. For an impressive number of clients, solutions have already emerged. For example, a group of 50 gardeners founded a new company that now does contract work for the Senate. All the medical doctors formed an organization which offers medical services to other companies, earning enough to pay their own salaries, thus enabling the City of Berlin to maintain a public medical service and a medical service for staff at zero cost.

Muscle Mortgage Inc.

In the city district of Tilgesbrunnen, over 80 percent of the population used to depend on social benefits; very few earned even part of their living, hardly anyone had a professional degree or even a school certificate. People lived in barracks, built fast and cheap after World War II for German exiles from Eastern Europe. To address this situation, the city created Muscle Mortgage Inc. In this scheme, all expenses for renovating, insulating and redecorating buildings would be paid by the city, if at least 20 percent of the inhabitants of the building or family (those fit enough and old enough to work) would do the necessary work themselves. Participants signed a contract to work for at least 20 hours per week at standard wages. Anyone who discontinued the contract needed to be replaced by another member of the family (or building). If that did not happen, all expenses would have to be repaid through monthly reductions in social benefits. Craftspeople were engaged to supervise work and at the same time to train the workers on the job. Social workers were engaged to assist in coping with this radical refocussing. In two years, all buildings were repaired. Afterward, a considerable number of inhabitants found full-time employment with regular construction companies. Some are now full-time participants in training programs and apprenticeships. A second phase of the project offered payment for all training costs to those who had worked for a minimum of one year in phase one. Today, Muscle Mortgage Inc. is still working.

Encouragement Courses (*Förderlehrgänge*) of the Arbeitsamt

A growing number of school leavers, mostly from the *hauptschule*, are not motivated enough to start a career at age 15 to 17. Many did not even attain a school leaving certificate. For these people, the Arbeitsamt offers one-year encouragement courses, composed of a minimum of five workshops. At the beginning, small groups are formed based on leisure interests: camping, trekking, mountain climbing, boating, sports. The leisure activities are generally ones the participants have not had the opportunity to try out. These last two to three weeks, providing lots of fun, developing a community feeling and encouraging success.

Then the same groups start working, two hours a day at first, slowly increasing working hours and reducing leisure activities. Workshops explore different types of work in an appealing manner. Periods spent in each workshop become longer, and more complex projects are carried out. After four or five months, participants pick their favourite workshop and stay there for the rest of the year, beginning training for basic qualifications in this type of work. In a similar manner, school lessons are offered on different levels, giving participants the opportunity to earn a school degree. Dormitories are attached to about one third of these encouragement courses, because for this target group, it proved necessary and helpful to separate participants temporarily from family and gangs at home. Over 60 percent of the participants have moved on to further training courses, generally apprenticeships.

Current Policy Issues

Eight main policy issues related to career development services in Germany have emerged.

Policy Issues Regarding Career Development Services

When the monopoly of the Arbeitsamt was eliminated, no professional regulations for vocational counsellors were established. This is unusual since, in Germany, literally all professions are regulated. In the legislation process, it proved difficult to articulate the difference between counselling and information brokering, and between career and employment services. The German Association of Counsellors is trying to work with government, in hopes that the concepts of career and counselling will be introduced into the law, being revised at the end of 1999.

Policy Issues Regarding German Unification

By focussing on workplaces instead of careers, Germany is missing a great opportunity. Currently, the focus for developing the five new eastern states has been on copying western approaches. The eastern states are developing telecommunication and energy supply systems on the basis of new techniques and concepts, while at the same time, economic and labour policies are copying western standards. Ultimately, these approaches need to be better aligned.

Policy Issues Regarding European Unification

Citizens from all member states of the European Union enjoy freedom of movement within the Union. Borders do not exist. European citizens may settle and work wherever they want to. Apprenticeship programs permit the apprenticeship period to be spent in several countries. Plans for mutual recognition of professional degrees are also under way. Lessons in a second foreign language are introduced in the *realschule* (*gymnasium* already requires two foreign languages, with a third seen as desirable). These changes are redefining the nature of preparation for work.

Policy Issues Regarding the Ecologic Restructuring of Society and Business

With an ecologically oriented party as a member of the governing coalition, ecological issues are discussed more prominently. This has spawned a raise in energy taxes, stricter pollution limits, rebuilding public transportation and abandoning nuclear power. There are drastic limitations on transportation of goods by trucks, implemented by painful taxes on using streets and on diesel fuel. Customers prefer products produced in their own region and the possibility of exploding transportation costs influences the size and location of new production sites. Companies are reducing employee parking space and offering financial incentives for using public transportation. The *Waste Avoidance Act* has influenced methods of production, packaging and transportation. For example, electronic equipment, batteries, packaging material, etc. have to be taken back by retailers. New jobs are appearing in waste avoidance, recycling and pollution reduction. Energy- and pollution-intensive industries might tend to leave Germany and Europe, as some already have done. This trend is beginning to change the face of the labour market.

Policy Issues Relating to the Nature of the Work Force

The unemployment rate of youths under 25 reached 11.5 percent in 1998. While this might seem a positive figure in some countries, in Germany it played a major role in electing a different government. Three months after the election, the project, 100,000 Jobs for the Young, was launched to create new apprenticeship and working places, and training projects for youth.

Paradoxically, policies concerning unemployed adults have a different focus. In a work-centred society such as Germany, there is a widely held distrust that people might collect unemployment subsidies illegally, by not working even though they could, or by collecting benefits while working at the same time. In mid-1998, the previous government established the Task Force on Illegal Employment and Misuse of Social Benefits. Subsequently, much stricter regulations regarding jobs which must be accepted by unemployed people were introduced, and the funds available for full-time training programs were reduced. These measures made unemployment a more risky condition.

In Germany, citizens with a disability have extensive financial support for participating in education or professional training. Companies with more than 15 employees must grant five percent of their working places to people with a disability. Currently, discussion is taking place on raising non-compliance fees drastically, on integrating people with a disability who work in sheltered workshops in regular workplaces, and integrating pupils of specialized schools in regular schools.

All of the above initiatives have an impact on the nature of the work force.

Policy Issues Regarding Immigration

Previous government policy stated that "the boat is full" meaning Germany cannot handle more people from other countries. Currently, Germany treats people of different nationality, except fellow Europeans, as legal aliens. Only two percent of those who apply for political asylum are granted it. Once migrants are in Germany, they are allowed to stay only under a three-month (renewable) residence permit. Migrants need a working permit, which is granted only if it was not possible to find a German or European to fill that job within a three-month period. Working permits are limited to one specific job and usually valid for one year. The working permit becomes permanent after possessing it for five consecutive years. After a minimum stay in Germany of eight years, people can apply to become a German citizen, undergoing a written and oral exam many natives would fail. The new government promises to introduce dual nationality to all "foreigners" who are either born in Germany, or whose parents have been living in Germany for a minimum of eight years. Although this has not yet been passed into law, it will have an impact on the labour market and the nature of the work force.

Key Issues for the Future

Several key issues for future consideration can be identified. They pertain not only to career development and Germany, but to society at large.

Globalization

Globalization is supposed to be positive, worldwide and unavoidable. It promises prosperity and just trade conditions, especially to poor developing countries. However, 4.5 billion people live in developing countries. Arrogantly, almost all countries in our world are considered developing countries, with the exceptions of Europe, the United States, Canada and Japan. Currently, 80 percent of the world population is poor; 1.3 billion people have less than one dollar per day to cover their costs of living; 800 million people do not have enough food; another 800 million people lack medical services; and at least 840 million adults cannot read or write.

This issue is: "What are we going to do about this?"

The Changing Nature of Work

Traditionally, the majority of the work force was in the production of goods. Now, service jobs are on the rise. However, in most Western countries the employment rate is dropping. Some estimate that the current jobless growth could only be stopped if economic growth was higher than 3.5 percent per year. Overlaid on this is the fact that there is a lot of reasonable, worthy and satisfying work to be done, but nobody is organizing it, because it seems that nobody wants to or can pay for it. Furthermore, there are many activities that are either necessary or offer tremendous fun which are not considered "work." In the minds of many, "work" still is a synonym for "earning one's living," but there isn't enough (paid) work for as many as six billion lives.

We need to work on a new concept of work. In doing so, we need to keep in mind the ecological impact of the things we do. As Theodore Roszak (1978: 201) put it:

> Work that produces unnecessary waste of the affluent society or weapons is bad and senseless. Work that is based on conceited or artificially provoked needs is bad and senseless. Work that deceives or manipulates, exploits or degrades is bad and senseless. Work that damages our environment or makes our world ugly is bad and senseless. There is no way to rehabilitate such work, neither by optimizing nor by restructuring it, neither by privatizing it nor by nationalizing it, nor by reduction or decentralization or democratization.

The issue centres around how many people share this dream and who is willing to help re-conceptualize the way we think of work.

Funding of the Social Security System

Social systems were invented for a few people who temporarily could not earn their own living (e.g., those who are temporarily unemployed or ill, invalids and people who had fulfilled their working life). Today, more people are unemployed. Advances in medicine save lives, cure illness, but often fail to restore health. (Ironically, the more successful doctors are, the more the average person is ill!) In most countries, social security systems are funded by people who are employed, and by their employers. If fewer people earn wages and more people expect social benefits, the system is doomed to collapse.

We need to explore other means for funding social security.

The Sixth Kondratieff Wave: The Evolving Health Market

Based on Nikolai Kondratieff's Theory of Long Socioeconomic Waves, Leo Nefiodow and associates found cycles of 40 to 60 years which represent fundamental reorganizational processes in society, initiated by basic innovations. These Kondratieff cycles describe both economic and social developments. Currently, most world economies are still dominated by the leading industries of the third (chemical and electrical industries) and fourth Kondratieff cycle (petrochemical and automobile industries). The theory explains why the leading innovation of the fifth Kondratieff cycle (computer and microelectronic technologies), has the influence on occupations that we observe today.

Long-wave economics teach us to look forward and examine what will be the leading innovation and the most demanding need that will create the next — the sixth — Kondratieff cycle. Nefiodow determines public and individual health to be the powerful engine that will pull society, education, the economy and politics into a new reorganizational process. This will lead to different needs, different attitudes and beliefs, different markets and different occupations. In this context, the term "health" includes traditional health sectors (medicine, pharmacology, food) as well as evolving holistic aspects of health (environment protection and pollution avoidance, education and personal development, counselling, biotechnology, religion and spiritualism).

Our challenge will be to ask: What new occupational fields are arising that we can help people prepare for? How can career development become visionary and active instead of staying analytic and reactive?

Self-Organization and Self-Employment

In the field of work, the lifelong profession has ceased to exist. Two trends follow. Lifelong learning, developing one's own career, using opportunities, adjusting to changes and making choices are one result. The other is described by new trends in the organization of work. Work contracts are not about a workplace anymore, but about a limited work project. Payment is not granted per period of time, but per result, per project or per order. Computerization and telecommunications make it possible to separate work and workplace. Regrouping work teams by project reduces or even prevents more permanent social contacts through work.

The issue is how to prepare people to manage their own individual Me Incorporated.

Increasing "Qualificational Garbage Rate"

The amount of information available increases at incredible speed, and fundamental innovations appear at hyper-speed. The pool of qualifications needed to do any job increases and needs to be updated in ever-shorter intervals. Many professions evolve so rapidly that after only five years practically every single one of the original qualifications has been extended, updated or exchanged. The old qualifications become "garbage," replaced by updated qualifications. Thus, facing a "qualification garbage rate" of 20 percent per year, professionals should spend 20 percent of their time in retraining seminars. The time span may not be five years and 20 percent per year for all occupations, but the point is that qualifications have a limited shelf life, and there is an increasing need for updating. Where and when does it happen? Are we talking about 20 percent of working time or 20 percent of leisure time? Is it possible to outrun qualificational half-life? And if not, what does that mean for career development?

The Network Society

There are two dominant dimensions in Western societies: work and family. Both are eroding. In Germany, over 30 percent of all households are single households, three out of 10 marriages end in divorce within five years, and 25 percent of all children grow up, at least temporarily, in a one-parent family. Working conditions demand regional mobility, splitting up families, friendships and neighbourhoods. Individual development today seems to imply being alone. To avoid being lonely, individuals will need to weave (create) a personal net of social contacts, most of them not meant for a lifespan, but for a life phase of limited duration. Networking will become a necessity, based on an endless buddy list. But, how do we transform into a network society? How do we train people to build not only a buddy list of helpful working contacts, but also a comfort list of friends and pals to enjoy life with and walk a part of the road together? And, come to think of it: why is it that I talked about *two* lists and not one?

Action Steps

The main focus in this paper has been on issues surrounding career development in Germany, but the action implications arising from that discussion extend to other countries as well.

Awareness of the Limitations of Globalization

Observing a shift toward a global market does not necessarily need to lead to promoting it. We must force consideration of an ecological impact on social, economic and labour market policies. Further, we must think in terms of developing a "world life contract" which includes the southern hemisphere, as well as the northern hemisphere. The mobility of capital and the mobility of goods must be limited. Activities must aim to regionalize development, production and consumption. A Tobin tax on currency conversion of even 0.05 percent would practically terminate all short-term currency speculation without influencing long-term investments. Ecological taxes on fuel and energy would increase transportation costs to a level that could stop insane international and intercontinental transports of semi-finished products and prefabricated goods which occur only because of unreasonably cheap transportation and labour costs in developing countries. These are a few measures that can be taken to ensure that our infatuation with globalization does not destroy us.

Co-operation Replaces Competition

Granted, capitalism has won the world championship. But the new enemy is capitalism. The principle of competition produces winners: one winner to each competition and many losers. Capitalistic competition is exploiting and polluting nature, exterminating species of plants and animals, and perhaps people. We need to stop producing losers by contesting to be winners. We must try out a different set of rules and learn to replace competition with co-operation — co-operation with nature, co-operation worldwide among nations, co-operation among regions, co-operation with neighbours.

If the production and consumption of goods are regionalized, it might be easier to prevent people from being manipulated into buying products they don't really want or need. Moreover, people must relearn to ask themselves what they need instead of looking first at what is offered. In career development, we must assist clients in finding out who they are and who they want to be, and what steps they plan to take to develop in that direction. Then, we must train and support them in searching for corresponding opportunities. Creating careers is very different from assembling careers.

A New Social Contract: Networking

Co-operation will also help to heal the wounds people are suffering from the erosion of the fundamental co-ordinate systems of our society: work and family. Elisabeth Kübler-Ross (1998: 167) observes that:

> [I]t is our duty in life (no matter if we fully understand who we are or what will happen after our death), to grow as human beings, to search in ourselves for the fountain of peace and understanding and power which is our individual self. And then it is our duty to approach other people in love and to accept them in the hope and anticipation of what we will become together.

A new co-ordinate system for societies entering the new millennium must contain more than two dimensions. Perhaps a more useful system will have three dimensions: personal development, time and the building of networks. This shift includes the necessity to teach people that neither work (in the traditional sense of paid occupation) nor the traditional family, are by themselves, all that important. We must create a new definition of the term "work," giving it the meaning of a "useful activity." And we must expand the traditional notion of social contact through family to include a broader social network.

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15. CAREER DEVELOPMENT SERVICES IN IRELAND

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Context

Governmental Structure

The powers and duties of government are set out in Article 28 of the Constitution. The Constitution divides the power to govern among the houses of the Oireachtas (Dail and Seanad), the cabinet (government) and the judiciary (courts).

The Cabinet consists of a *taoiseach* (prime minister) and ministers in charge of the following 11 departments:

- Minister for Finance
- Minister for Education and Science
- Minister for Social, Community or Family Affairs
- Minister for Enterprise, Trade and Employment
- Minister for Justice, Equality and Law Reform
- Minister for Defense and European Affairs
- Minister for Foreign Affairs
- Minister for the Environment and Local Government
- Minister for Transport, Energy and Communications
- Minister for Arts, Heritage, Gaeltacht and the Islands
- Minister for Health and Children.

The Seanad (Senate) is the second house of the Oireachtas. Members of the Senate are known as senators and its chairperson is known as *cathaoirleach*. There are 60 senators chosen by election and by nomination. Forty three senators are elected by five vocational panels:

- Culture and Education
- Agriculture
- Labour
- Industry and Commerce
- Public Administration
- Graduates of Trinity College elect three senators.
- Graduates of the National Universities of Ireland elect three senators.
- Eleven are nominated by the *taoiseach*.

The Education System

Compulsory education is from age 6 to 15 and is being extended to 16.

Primary schools

Primary schools are mainly denominational and funded by central government. They follow a common curriculum.

Second-level schools

There are three kinds of second-level schools in Ireland: secondary, community/comprehensive and vocational. Secondary schools are privately owned (mainly by religious orders) and state funded. Community comprehensive schools are state funded and centrally administered. Vocational schools and colleges are state funded but locally administered.

Education is free in all but five percent of secondary schools. The curriculum in second-level schools is a blend of the traditional academic subjects and the practical/technical subjects.

Junior cycle

The junior cycle provides for the final three years of compulsory education. Its aim is to give a broad and balanced course of study in a variety of subjects relevant to students' personal development, the world of work and the enjoyment of leisure and recreation. At the end of the junior cycle, students sit the Junior Certificate Examination/Junior Certificate Elementary Examination — centrally administered public examinations, with mainly an external marking system.

Transition year

This one-year program is offered between junior and senior cycle to those who intend to continue to the Leaving Certificate. Currently, 65 percent of students choose this option.

The program provides for the development of personal and social skills. It encourages research and activity-based, self-directed learning, both inside and outside the classroom. Other distinctive features of the transition year option are work experience and enterprise education, and mini companies.

Senior cycle

At the end of compulsory schooling, most students enter the senior cycle. This may consist of courses of one, two or three years' duration. The following are the principal options.

- **The Leaving Certificate Program** is taken by the majority of pupils. It is the basis for entry into higher education and training. It lasts for two years.

Figure 1: The Education and Training System in Ireland

Compulsory Education

<table>
<tr><th></th><th>Universities</th><th>Institutes of Technology</th><th>Specialist and Private Colleges</th><th>Vocational Educational Colleges Post- Leaving Cert. Programs</th><th>Sectoral Vocational Training</th><th></th></tr>
<tr><td>18
17
16
15</td><td colspan="2">Second-Level Education
Senior Cycle
- Leaving Certificate
- Leaving Certificate Vocational Program
- Leaving Certificate Applied Program</td><td></td><td></td><td>Vocational Training
Youth Reach</td><td>Apprenticeship</td></tr>
<tr><td>14</td><td colspan="2">Transition Year</td><td></td><td></td><td></td><td></td></tr>
<tr><td>13
12
11
10
9</td><td colspan="6">Second Level Education – Junior Cycle
(Secondary, Vocational, Comprehensive, Community Schools)
- Junior Certificate
- Junior Certificate Elementary</td></tr>
<tr><td>8</td><td colspan="6">First Level (Primary) Education (National Schools)</td></tr>
<tr><td>7
6
5
4</td><td colspan="2">First Level (Primary)Education
(National Schools)</td><td colspan="4">Preschool Education</td></tr>
</table>

- **The Leaving Certificate Vocational Program** is a vocationally oriented variant for those intending to pursue a vocational or technical course after school, or who intend to go on to third-level education. All subjects are the same as for the Leaving Certificate except for the addition of three "link modules" on enterprise education, preparation for work and work experience.

- **The Leaving Certificate Applied** emphasizes personal development, experience learning, transferable skills and integration with the local employment environment. The program offers a wide range of courses, organized into modules. Students take a total of 40 modules over the two-year program.

Higher education

Higher education consists of universities, institutes of technology, specialist and private colleges (e.g., teacher training).

Further education

Further education encompasses a range of post-compulsory education and training options provided in the education sector, largely by vocational education committees (VECs), in both school and out-of-school settings. A wide range of bodies certifies the courses.

The developing qualifications of the National Council for Vocational Awards (NCVA) are increasingly accepted as the definitive frame in which provision is set.

The main elements of further education are the following:

- Vocational Preparation and Training Courses (VPT) are at NCVA level I and are offered in a small number of schools. This provision has largely been supplanted by the Leaving Certificate Applied program.

- Post-Leaving Certificate Courses (PLCs) are provided in second-level schools. These courses offer an alternative to programs in higher education in depth of content and methodology. Certain PLCs are accepted as bridges into higher education. Courses adopt an integrated approach focussing on technical knowledge, core skills and work experience. Almost 50 percent of the time spent on these programs is devoted to knowledge and skills training related to employment with a further 25 percent on relevant work-based experience. PLC courses are taken by approximately 30 percent of an age cohort.

- Further education also includes the Youthreach Program for early school leavers, Traveller's Training Workshops and the Vocational

Training Opportunites Scheme (VTOS). These measures are aimed at learners who have left school early with poor qualifications.

- Adult and continuing education are also seen as part of further education and include a wide range of community education and literacy/ numeracy provision. The main providers of adult education are VECs, community and comprehensive schools, and higher education institutes.

The Labour Market: FÁS

In the labour market area, FÁS, the National Training Authority has a statutory obligation to provide careers information and guidance services to employed and unemployed adults. The guidance element of FÁS services is quite sparse but is undergoing major improvement. The human resource departments of large organizations provide career development training for their staff. However, most employees in the private sector work in small to medium enterprises (SME) where career development services are virtually non-existent.

FÁS has a statutory role to provide adult guidance in accordance with the provisions of the *Labour Services Act* 1987:

> to provide, or arrange for the provision of, whether for reward or otherwise-services consisting of the provision of guidance, advice and information in respect of choice of career and employment and to assist (whether financially or otherwise) in, and co-ordinate, the provision of such services by others.

FÁS Policy on Adult Guidance

The policy FÁS adopted in relation to adult guidance has been informed by the legal imperative outlined above and by experience dealing with labour market policy issues since the constituent FÁS organizations were established — starting in 1967 with ANCO. Subsequently, the National Manpower Service was established in 1972, the Youth Employment Agency in 1981 and the Local Employment Service (LES) in 1993-95.

Employment Action Plan

In recent years, the focus on guidance of adults has become the focus of the above European Union (EU) policy approaches. FÁS have engaged with both objectives in the form, for example, of the Employment Action Plan. This latter provides for the systematic engagement of FÁS employment services with the unemployed in a process of guidance and counselling set out in operational guidelines and focussing on the guidance and counselling of adults seeking career opportunities. This could include referral to training/education or jobs/career path planning.

Up to August 1999, there were over 18,231 referrals under the Employment Action Plan nationally, of that number 10,305, attended for a career guidance interview, 4,850 were placed in jobs, education/training or an alternative proactive labour measure such as community employment. A further 1,642 were referred for more in-depth guidance and counselling. The remainder either dropped out or were unable to progress for personal reasons. Taking cumulative referrals (since September 1998) of individuals under 25 years old who had been unemployed for at least six months, as a sample, 75 percent of all those referred had left the live register by end of June 1999. Most had left for positive reasons (e.g., into a job or onto a training or education course).

Guidance Process

When the job seeker attends FÁS for an interview, a job-seeking action plan is developed, and the job seeker is referred to employment, relevant training, work experience or other labour market options. This includes the development of a career path with the job seeker through intensive vocational guidance. If particular training needs are identified by the job seeker, preferential access is given to FÁS training resources. Where necessary, the job seeker may be referred to the local employment service for more intensive guidance or counselling, or to another relevant agency. FÁS Placement Services has also developed a more proactive approach to employers to ensure the maximum number of job vacancies are available to job seekers approaching FÁS.

The FÁS placement officer is in continuous contact with the job seeker, throughout the process, to review, track and monitor progress. The challenge is to ensure that programs are openly available to all job seekers, particularly Employment Action Plan participants.

FÁS have also developed a sophisticated management system for tracking caseloads. It is used by both LES and FÁS with the tracking extending into workplace and education/training.

General

FÁS Employment Services provides dedicated advice, counselling, guidance and placement service, available to its clients (job seekers and employers) as follows.

- **For the unemployed/job seeker.** A guidance and information service gives opportunities in employment, education and training. Priority is given to job seekers reaching critical thresholds in their unemployment, the long-term unemployed and other disadvantaged groups. Each job seeker is given an intensive guidance and counselling interview resulting in an individual career plan.

The Job Club assists participants in confidence building, showing how jobs can be obtained and providing resources needed for an intensive search for work. The Job Club has a formal element (participants attend organized sessions on a part-time basis) and an informal or support element (participants use Club facilities and follow up job options). To date 20 Job Clubs have been established in LES areas. FÁS assists LES in drawing up proposals, manages the funding arrangements, and monitors and evaluates the operation of each Club. An independent evaluation is being undertaken to make recommendations for future developments.

A further 40 Job Clubs are being established within FÁS in 1999, and each region will host a number of Job Clubs by year end. In a buoyant labour market, the Job Club provides that final resource to those job seekers who are job ready but lack basic job-hunting skills. It is hoped this expansion of Job Club provision will increase placement rates by 10 percent.

- **For employers**. A staff recruitment service is proactive and responsive to employer needs. It gives priority to companies having difficulty recruiting suitable candidates for vacancies. It promotes employment programs, such as Jobstart and Workplace, to employers. One initiative, put in place in 1999, is the WATIS open employment system where vacancies are displayed on the Internet. Full use of E-commerce solutions and the development of a backup call centre are envisaged.

- **For FÁS trainers and sponsors of FÁS employment programs.** Recruitment, selection and referral services are available.

- **FÁS Careers Conference and Exhibition.** Opportunities 99, Ireland's largest careers exhibition and conference was organized by FÁS and took place in Dublin in February 1999. The exhibition brought together a host of companies offering employment opportunities. Education organizations also exhibited their range of education and training programs. FÁS put together a visual and practical display of FÁS training courses. A conference was also held on changing labour market trends both in Ireland and globally. The theme of the conference was, New Choices, New Challenges. This two-day conference featured speakers from Ireland, the United Kingdom and Hungary. Among the topics covered were: youth employment and unemployment, matching the needs of employers and potential employees, employment prospects and trends in Ireland, how the education system can respond to labour market change, employee placement techniques and the use of information technology in career guidance and assessment.

Vocational Education and Training

Initial vocational education and training includes a wide range of provisions.

Apprenticeship

This is the traditional path to skilled jobs. This new standards-based apprenticeship has been replacing the time-served system on a phased-in basis since 1995. It provides alternating on-the-job, off-the-job training in conjunction with FÁS training centres and institutes of technology. Approximately six percent of school leavers follow this route.

Skills Training

In areas, such as tourism and catering, farming (including horticulture) and fishing, training is available and can involve apprenticeship-type training. This includes:

- training courses for first-time job seekers and young unemployed individuals (including enterprise training); and
- training in a wide range of professional areas or sections, such as the Armed Forces, The Garda Siochana, nursing, banking, accountancy, transport, management and administration.

The area of education and training comes under the remit of two distinct government departments, namely:

- Education and Science
- Enterprise, Trade and Employment.

The Department of Education and Science is the main provider of vocational education and training (PLC, Youthreach, Traveller Training Workshops, VTOS) and is a joint provider for apprenticeship education.

Career Decision Making

Individuals make decisions within the education and training systems at transitional points in their educational careers:

Junior → Senior cycle → Further and higher education → Job/career.

The individual has the right of choice regarding the area of study, but factors, such as competency in a subject, influence the subject chosen and the level of mastery of those subjects.

Entry to higher and further education involves a competitive weighting system (POINTS), used to decide applications. This can place limits on the degree of personal choice in deciding on a further education course, as do specific faculty/course requirements of Leaving Certificate subjects.

It goes without saying that personal factors such as low self-esteem also have a self-limiting effect on choice.

Current Provision

The main current provision of guidance services and the ministries and units responsible for implementation, both inside and outside the educational sector, are outlined in tables 1 and 2.

The Education Act (1998)

This Act lists the provision of guidance and counselling as a service second-level schools ought to provide. However, it makes no statement on actual student entitlement. This rests with school management. The provision of guidance services in higher education is the responsibility of the higher education institute concerned. The provision of guidance in adult, community education and literacy programs depends on the interest and goodwill of the provider but, generally, is non-existent.

Some private guidance agencies provide paid services.

Training Programs for Guidance Counsellors

- The one-year, full-time, post-graduate diploma in guidance is available from University College Dublin, University College Cork and the National University of Ireland Maynooth. A master of education in guidance is required by the Department of Education for employment in second-level schools.

- A part-time program, leading to a master of science in counselling, is provided by the Marino Institute of Education in association with Iona University, New York. This program, which lasts three to four years, is recognized for employment in second-level schools.

- In 1997, the University of Limerick began offering a graduate diploma in guidance counselling. It is part time and takes two years. This course also has Department of Education recognition for employment in second-level schools. The course is presented at Limerick and Carrick-on-Shannon.

Table 1: Target Group and Administrative Control of Guidance Services

	Guidance Service	Administrative Control	Clients
1.	Guidance and counselling in schools	Department of Education	Aged 12-19: pupils attending post-primary schools
2.	Careers advisory services in third-level institutions	Universities and colleges	Mainly aged 19-22: students attending most major third-level institutions
3.	Youth Information Service	Local voluntary agencies	Aged 15-25
4.	Employment Service	National Training and Employment Authority (FÁS)	Aged 15+
5.	Guidance and counselling for adults	Department of Enterprise and Employment	Aged 18+: long-term unemployed
6.	Employment Support Service	Department of Social, Community and Family Affairs	Unemployed
7.	Unemployment resource centres	Irish Congress of Trade Unions	Aged 18+: unemployed
8.	Guidance for disabled persons	National Rehabilitation Board	Aged 16+: disabled persons
9.	Private guidance agencies	Private	All ages

Table 2: Content of Guidance Services and Title and Training of Staff

	Main Services	Staff	Training and Qualifications
1.	Interviews, curricular programs, information, counselling, life-skills programs, assessment	Guidance counsellor	Degree + education diploma: 1 year (FT) diploma or 2 years (FT) MEd
2.	Interviews, some group work, information, placement	Careers and appointments officer/advisor	Degree + various (no specific qualification)
3.	Information, referral.	Youth information officer	Various
4	Guidance elements in training courses, advocacy, mentoring, information, placement	Employment service officer, advocate, mentor	Various
5.	Interviews, information, assessment, placement, advocacy	Mediator, guidance counsellor	Various and PT post-graduate
6.	Interview, information, referral, facilitation	Job facilitators	Various and ST courses
7.	Advice, information, adult education	Social welfare staff	Various
8.	Interviews, information, assessment, placement	Psychologist	Psychology degree
9.	Interviews, assessment	Counsellor/consultant	Various

FT = full time
PT = part time

- The Centre for Adult and Continuing Education, Maynooth began postgraduate diploma and certificate courses in adult guidance for FÁS staff in 1997 and 1998.

Effective and innovative practices
Much innovative practice is school/institution based. The National Centre for Guidance in Education supports innovation nationally. It is assisted in this by the Department of Education and Science, and the Institute of Guidance Counsellors. The Institute of Guidance Counsellors has been in the forefront of innovation in guidance since its inception in 1973.

The Labour Market
The Department of Enterprise, Trade and Employment (DETE) has administrative responsibility for guidance services in the labour market area. This responsibility is mainly discharged through FÁS and LES. In some areas, LES is managed by FÁS. In other areas, LES is managed through area partnership companies (APC) which represent social partners and community interests in joint initiatives to combat long-term unemployment through local social and economic development.

The Department of Community, Family and Social Affairs (DCFSA) also contributes through its Employment Support Services (ESS). The Department of Education and Science (DES) has administrative responsibility for guidance services within further and adult education.

Guidance provision for adults with disabilities is provided by the National Rehabilitation Board (NRB) and through the National Training and Development Institute (NTDI). Funding for the NRB is provided by the Department of Health and Children, and the Department of Enterprise, Trade and Employment. The NTDI is a private, not-for-profit organization.

The Irish Congress of Trade Unions (ICTU) established a national network of Unemployment Resource Centres in the mid-1980s. The centres are funded through ICTU member subscriptions. They also receive some DETE funding through FÁS and DES funding through the Vocational Education Committees.

Ongoing Training of Adult Guidance Staff
FÁS, in conjunction with the National University of Ireland, Maynooth, developed the Certificate Course in Adult Guidance and Counselling (Theory and Practice), for FÁS Employment Services and LES staff. This course addresses the needs of those working in a guidance capacity with unemployed adults. It is delivered in an open learning format, where participants attend seven workshops and complete home-based assignments. The course provides a basic level, professional qualification

for those working in a guidance setting with unemployed adults. It also forms a pathway for staff wishing to pursue further qualifications in the field, and contributes to the development of a professional guidance and placement service.

A diploma/higher diploma in arts (adult guidance and counselling) was also developed by FÁS in association with the National University of Ireland, Maynooth. This course is designed to serve as an accredited training program for people working with adults in a guidance/counselling setting, and providing information, advice and placement services. It meets the longer term development needs of both FÁS and LES staff. Each course runs over two academic years and combines distance learning, regular tutorial workshops and home-based assignments and projects. An evaluation of this course began in 1998 and will make recommendations for future development needs of staff working in a guidance and counselling role with unemployed adults.

LES mediators engaged in the LES Network have received training in career path development and placement through an intensive six-day course. The Central FÁS Placement Services Unit is developing a self-assessment support manual for LES mediators.

All mediation staff members have been trained to use the Caseload Management System developed by FÁS. This system enables the mediator to track clients through guidance and career path planning. LES co-ordinators have been trained in management information systems, also developed by FÁS, which enable local LES areas to analyze their interaction with clients. The LES Mediators Forum, in conjunction with the FÁS Central Support Unit, organized and facilitated training workshops for mediators focussing on group work in the mediation process and the role of the mediator in exploring enterprise opportunities with unemployed clients.

Effective and Innovative Practices

Careers information

A new computerized self-assessment, called Career Directions, has been developed. This new system will allow users to conduct a self-assessment, based on an interest inventory. The system will then produce a list of possible career options, which the user can interrogate further, using the computer system. A photofile is linked to the choices produced, and the user can view five action photographs of each occupation.

The system has been developed with the adult unemployed user in mind and has already proven to be a very useful and accurate career guidance tool for this group. Eventually, the system will be on the Web. Initially, it is available on each computer in Employment Services offices. It will also be offered to schools for the senior school-leaver group.

Information technology systems

FÁS has continued to update the software program and provide technical and training support for the Caseload Management System which is used in FÁS Employment Services and LES areas, to enable the counsellor/ mediator to track clients through a process of career guidance and planning.

Standards and quality in adult guidance

FÁS has established standards for quality measurement in all its training and employment programs, including adult guidance and counselling. Along with the promulgation of the Euro Counsel Guidelines within FÁS Employment Services, FÁS has developed operational standards and guidelines for the delivery of guidance services to adults. These guidelines are published and distributed by the Program Development Division of FÁS that has policy responsibility for the development of guidance services within FÁS. They are also available on the FÁS Intranet.

A number of evaluations of the guidance services FÁS provides have been completed, and others are ongoing in a constant review and improvement process.

Current Policy Issues

Education

The 1990s have seen particular attention being paid to policy issues relating to guidance in education. In the Green Paper (1992), "Education for a Changing World," guidance was described as services, programs and activities aimed at helping students understand themselves and their potential, leading to positive attitudes and behaviours, and satisfying and fulfilling educational and career choices. Appraisal, information and counselling were identified as key components of guidance.

Guidance was also perceived as a school-wide responsibility. The School Guidance Committee of the Department of Education was given the remit to prepare guidelines for guidance provision and to develop an action plan for guidance in education. In the subsequent White Paper (1995), "Charting our Education Future," reference to guidance was very sparse. For the junior cycle curriculum, each school was expected to provide students with the experience of guidance, counselling and pastoral care. Targeted support interventions for students with special needs included the provision of guidance counsellors. There was no reference in either document to guidance provision in primary schools, in Youthreach (second chance), initial vocational education and training, in higher education and for adults in education.

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The Operational Program for Human Resources and Development (1994-99) published in 1995 makes reference to a responsive guidance service as a preventive measure to assist the social integration of those experiencing difficulty during their period in education and in their transition from school to work. It mentions that an estimated 50 guidance posts were allocated to schools in disadvantaged areas. Among the measures mentioned to improve the quality of training provision were support for:

- Career guidance/employment links. To improve the knowledge and skills of teachers/counsellors in developing programs and links with the labour market in order to develop the vocational skills of students.

- Counselling skills. Developing skills for teachers and trainers to deal with parents and the wider community, and students with behavioural problems, and to help program participants discover, clarify and assess their learning needs, and the various ways of meeting these needs.

- Training Youthreach staff in group facilitation and counselling skills.

The recently published Green Paper on adult education (1998), "Adult Education in an Era of Life Long Learning," points out that there is no system of guidance and counselling in the education sector to cater to adult needs, and The Back to Education Initiative, allied with the growth in provision in adult literacy, will require the provision of guidance, counselling and psychological services to support those who have already embarked on education programs. It recommends the establishment of a national comprehensive system of guidance and counselling to meet the whole range of needs of adult learners.

Policy with respect to guidance provision can also be referenced through social partnership national agreements, such as the Program for Economic and Social Progress (1991-94) which included a minimum allocation for guidance in schools with student populations of 350 to 499 pupils. In 1995, the government established the National Centre for Guidance in Education to support and develop guidance across education sectors. It also allocated 100 additional posts for guidance (which particularly benefited schools with very small and very large student populations) and 27 teaching counsellor posts in primary schools to support children experiencing difficulty in education. In 1998, the teacher counsellor project was completed and extended to include an additional 10 teacher-counsellors These latest appointments have been designated support teachers. Their role is to address problems of disruptive pupils.

In 1998, the Taskforce for Guidance, Counselling and Psychological Services for Youthreach was established by the Department of Education and Science, and the Department of Enterprise, Trade and Employment jointly. It was given a budget to provide a locally integrated response for early and unqualified school leavers.

The Department of Education and Science has supported the National Centre for Guidance in Education (NCGE) in several developmental initiatives to improve guidance provision in education, particularly, in post-primary schools, Youthreach and adult education. In the context of post-primary schools, the NCGE finalized "Guidelines for the Practice of Guidance and Counselling in Schools" (1996) which subsequently was adopted as departmental policy. The Guidelines were significant in setting down the three-dimensional nature of guidance provision in education in Ireland — educational, career and personal/social — and in defining the responsibilities of school management, the Department of Education, school staff, guidance counsellors, parents and pupils in the provision and process of guidance. Following this, the NCGE initiated discussions with relevant bodies on the development of whole-school review mechanisms for guidance and of in-service training to accompany this. The Department of Education and Science and the NCGE are jointly developing an action plan for guidance. To date, this has involved a review of initial training of guidance counsellors with the directors of the six training programs, and a review of information and communication technology needs of guidance practitioners for hardware, software, training and support. In 1996, the Department of Education and Science supported the Fourth European Conference on Guidance in the Information Society, as part of the European Union Presidency Education Program. The Conference was organized by the NCGE.

In the Youthreach context, the Department of Education and Science has supported a program of training Youthreach staff in front-line guidance skills, organized by the NCGE with EU Youthstart funding. In the field of adult educational guidance the Department of Education and Science has supported a program in the management of adult educational guidance services for adult education organizers to develop suitable models of guidance provision in a variety of settings.

With regards to the European dimension of guidance, the Department of Education and Science has established the National Resource Centre for Guidance under the PETRA II program at Léargas. Its functions were incorporated into the NCGE on its establishment in 1995.

The International Section of the Department of Education and Science has been very active at the EU level in ensuring a place for educational and vocational guidance in the new post-2000 Leonardo de Vinci program and, particularly, in the Socrates program where, despite the fact that guidance provision in the EU is mainly located in the education sector, there was no previous reference to guidance innovation in Socrates 1995-99.

Guidance provision in the field of higher education seems to be the least referenced in policy documents. The autonomy of higher education institutions has led to a wide range and scope of guidance provision.

The university sector has been developing graduate placement and guidance, and counselling services since the early 1970s. The institutes of technology have only recently begun to address this need. Recent studies of non-completion rates in higher education, combined with labour market skills shortages, are cause for concern about the adequacy of guidance provision and learner support at both post-primary and higher education levels. Part of the work program of the NCGE examines current support and development issues for guidance and counselling in higher education.

The Institute of Guidance Counsellors (IGC) represents guidance counsellors working in second-level schools. It maintains and reviews a number of policy and position statements to which its members subscribe, including a code of ethics. It has active sub-committees on policy and professional practice. Its "Policy Statement on Training" (1995) has been a catalyst in establishing minimum training standards for postgraduate courses in guidance. Through lobbying, it also acts as a means of effecting change in government policy.

In summary then, policy issues relating to the provision of guidance services in education remain somewhat of a patchwork quilt with some areas (e.g., post-primary education where most guidance practitioners work) receiving more attention than others and having a more coherent approach. In the most underdeveloped areas of guidance provision, there is a growing consciousness of the needs for a policy framework. The use of guidance as a tool to combat social exclusion is a recurrent policy theme.

Labour Market

Very difficult clients

There is a need for special guidance provision and interventions through FÁS and LES for clients who are not ready to progress toward education, training and employment.

Employer and trade union responsibility

With some exceptions, both employers and trade unions have not played an active role in promoting the concept of lifelong learning and the key role of guidance provision to support continuing employability. A major attitudinal change is required along with the education of the social partners concerning guidance.

Access to guidance services for the employed

Employed persons have difficulty accessing state guidance provision as it is only available during daytime working hours. If employed persons wish to have guidance outside of working hours, they have to resort, at their own cost, to private guidance agencies. This can be prohibitive for many.

Key Issues for the Future

- The need for a coherent policy framework for guidance provision across the education sectors.
- The need for a coherent policy framework to link provision in education and labour market sectors.
- The development of educational and vocational guidance provision within the education sector to promote social inclusion.
- The development of educational and vocational guidance provision within the education sector to combat non-completion rates in higher education.
- The need to interweave national policy on guidance in education with EU policy developments on lifelong guidance.
- The need to develop guidance policy in education in the context of lifelong learning.
- The development of a national framework for different guidance practitioner roles, and a training, qualifications and award body strategy to match the framework.
- The development of a national strategy to harness the potential of information and communication technologies in guidance to benefit both clients and practitioners.
- The need for funding for the provision of a meaningful guidance service (e.g., practitioner/student ratio) in all areas of education.

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16. THE NETHERLANDS

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Introduction

Today's labour market is characterized by ever more rapid economic and technological development and by altered views on labour and on employment relationships. Employers make ever greater demands on their (prospective) employees: increased flexibility, enhanced availability and the ability to cope with change. Secondary school pupils, those attending individual courses and students find it is no longer possible to make a one-off choice of profession for the future. Employees, whether or not facing redundancy, those re-entering the labour market and those with a disability are having to consider the possibility of a change in direction. The trends in society are such that at various times in their lives, everybody is confronted with a major career change. Men and women from different cultural backgrounds need to develop the ability to shape their own careers and to make a balanced choice between paid work, caring responsibilities and leisure.

It is no longer sufficient for employees to possess formal qualifications in the shape of diplomas and previous job titles. In addition to vocational skills, ever increasing emphasis is placed on enhanced availability, initiative, motivation, commitment, responsibility and flexibility. Modern workers must anticipate cultural, organizational and technological developments. Today, lifelong learning and employability are the main subjects in career development.

A New Approach to Career Development

In the Netherlands, a theoretical concept has been developed for this, geared to expanding individuals' career competencies and to a new representation of the world of work and occupations.

For many organizations, this theoretical concept will form the starting point for developing products and services in education, and for the labour market. The aim is to achieve a more process-oriented, longitudinal and coherent approach to career development.

Acquisition of a Working Identity Through Creative Social Learning

Education, employment policy, non-profit organizations and corporate life are facing the task of developing career development services that support the individual in becoming more employable in a changing situation. The services enable the individual to establish a meaningful relationship between education training, work and life development. In this way, the individual can decide on a work orientation and develop a working identity connected to the dynamic of the work order. If this is successful, the uncertainty over role and livelihood can be transformed into a new perspective of the future and new opportunities.

This means that individuals must not only acquire specific career skills (such as the ability to apply successfully for jobs) but must also be able to answer three questions:

- What sort of person am I, with respect to motivation, interests, strengths and weaknesses?

- Given my qualities, in what area of work can I make a meaningful contribution to society?

- In what type of vocational role can I establish a meaningful exchange with others?

The first question relates to personal identity. The second relates to the capacity to determine a course at school or the world of work. The third question is about developing a working identity.

In the new approach, the relationship between a person and work is seen as a process involving ongoing interaction between the individual and society. Emphasis is increasingly being placed on stimulating:
- an internal dialogue about personal life experience; and
- an external dialogue about society's value systems, which are at the root of processes of change on the labour market.

This is necessary because traditions are becoming ever weaker and individualization is increasing with individuals having to find their own direction. By means of the internal and external dialogues, the individual sheds light on the development of her/his own values with respect to education, work and career. By reflecting on their own life experience, people acquire a feeling of direction in life and a sense of identity. This process of reflection is also referred to as creative social learning, and is different from the reproductive learning process that still predominates in our society.

In the first place, the internal dialogue is geared to the experience acquired to date. In order to define ways in which an individual can be significant, that person must first gain insight into her/his life theme: the answer to the question "what sort of person am I?" (a completely different question from "who am I?"). The answer can be found by seeking a pattern in experiences that have attracted the individual's attention: "As far as I can remember, what attracts my attention?" The life theme differs from the "self-concept" in two ways. First, it does not concentrate attention on the images an individual has of her/himself; the focus is on the life experience he/she has had to date. This forces both the person and the counsellor to concentrate on the conscious progress of the social learning process that leads to the development of a self-concept. Second, it concentrates attention on the cognitive as well as the emotional aspect of development of a self-concept. A self-concept is primarily cognitive; a life theme is cognitive and emotional, and concentrates attention on the evolving value system. In other words, the discovery of the life theme can be seen as an activating way of clarifying the self-concept, because it renders visible the "leitmotif" — the continuity running through the various self-concepts (the sub-identities) the individual has. Life themes take a central place in the individual's experience and are enduring. Therefore, they offer a good starting point for making life experience comprehensible and for going on to process the interpreted experiences into a life story. This is not so much about finding an answer to the question "who am I?" but rather to the question "what sort of person am I in relation to others?" The answer to this question indicates which "value areas" are most important to a person.

In the external dialogue, this theme is related to the world of work and working. It is a question not of "what do I want to be?" but of "what sort of work suits the sort of person I am?" In order to find an answer, work has to be presented as an attempt to fulfil human needs. However, this is not really possible if work is described in terms of qualifications for training and occupations, as is usually the case. The life theme is a basis for forming a working identity. Via the life theme, the individual can indicate which broader social or societal "life needs" he/she is interested in, and what contribution he/she can, or would like to, make to them. If "work" is presented as a function of the satisfaction of universal life needs, it becomes possible for the individual to establish a link between her/his life theme and the world of work.

A New Representation of Work

The National Centre for Career Issues (LDC) identified 14 such universal life needs (including food and luxury goods, clothing, upbringing and education). Ordering life needs provides a simple, clear classification in 14 sectors of work which can be used in determining a course through work. This classification is not tied to time and culture.

In every sector of work, there is a fixed work distribution into eight so-called work types (including research and development, production, inspection, logistics). In this classification, the ninth type of work is "self-employment." The content of the types of work is continuously changing, but the work types themselves remain unaffected by all the dynamic changes. Placing the sectors of work on a horizontal axis and the work types on a vertical axis yields a matrix representing the world of work (Appendix 1). An individual can use the matrix to find out which field(s) of work is (are) most attractive to her/him, given the "type of person" he/she is. Subsequently, the individual can ask which type of work ties in most closely with her/his interests and capacities. In this way, the individual is able to demarcate a personal work space that offers the certainty of continuity in time and space. Personal motivation, interests and capacities can, in principle, be fulfilled, in this space. However, in this personal work space, no account has yet been taken of the rapid changes taking place in sectors of work. The individual will have to consider these too, without losing sight of the value-related perspective.

The satisfaction of life needs is a constant working challenge for society, which is under permanent redefinition in public discussion. Three sub-discussions can be identified.

- **The scientific discussion.** New knowledge is introduced to provide for life needs in new ways.

- **The political discussion.** Which new scientific options are worthwhile and correct?

- **The economic discussion.** On the basis of the first two discussions, what can be implemented in practice, in economic terms?

For individuals to reach a conclusion about whether and how they can make a worthwhile contribution to the process of labour in their preferred sector of work, it is necessary to provide them with information about the influence of these three discussion areas on the demand for labour within the working sectors they have selected. The starting point is the so-called *core dilemmas* in a specific career field. Core dilemmas result from the failure (as yet) to harmonize the three discussions (the what, why and how questions) and from shortcomings in specific definitions of the task of labour. For the professional practitioner in daily practice, they produce problems of choice for which (as yet) no unequivocal answers are available. Confrontation with a core dilemma forces the individual to examine the scientific, political and economic determining factors of the process of change in the selected sector of work, and to take up a personal position in these discussions, as relevant to the area of work.

In short, the advantages of the concept of "perspectives on work" are:

- People can acquire an overview of the world of work and occupations in a fairly simple way.

- It is not necessary to know all the individual and continuously changing occupations and functions.

- Meaningful and motivational links can be created with other new possibilities.

- The choice can be adapted to meet the client's wishes or requirements.

- The focus on a specific job is broadened to a focus on (various) sectors of work.

- The classification provides an opportunity to make predictions about changing or disappearing occupations and may include occupations from other cultures.

- Interests, qualifications and capabilities are linked to meaningful sectors of work.

- Depending on the objective and the target group, one can opt for a more textual or more visual representation in a written (or interactive) electronic product.

A Powerful Learning Environment

A career development service must be organized in such a way that it offers the individual a so-called powerful learning environment. This is a learning environment which:

- as far as possible, matches the situations and circumstances in which the acquired knowledge should be used or applied (at a later stage) and creates links with the world of work and occupations;
- invites the individual to be active, and motivates and promotes pleasure in learning, by increasingly making the person responsible for her/his own learning; and
- in addition to cognitive learning, also facilitates affective learning, by including role models, providing coaching and being geared to interaction.

Career Development and the Role of the Government

As in most other Western European countries, the relationship between central government and society has also changed in the Netherlands. Government policy is based on a number of developments: a shift from regulation to deregulation, from centralization to decentralization, from funding supply to funding demand. The idea behind this development is that central government should limit itself to policy development, while implementation of policy is left to regional and local authorities and bodies, and to non-governmental organizations. A development of this kind regularly creates a lack of clarity in terms of the extent to which the government still needs to control policy implementation and promote the quality of the desired results. This new position also creates a somewhat paradoxical situation in respect of career development. On the one hand, career development is on the policy agenda of many ministries; on the other hand, government is increasingly adopting a hands off approach to translation of government policy into practice.

The importance attached by government to career development is demonstrated by a number of initiatives:

- the national "lifelong learning" action program;
- the policy regarding the major cities in the Netherlands;
- developments regarding secondary education; and
- developments regarding employment service and social security.

The National "Lifelong Learning" Action Program

The "lifelong learning" program arose out of a nation-wide debate on knowledge initiated by the Ministry of Education, Culture and Science on the knowledge and skills that will be needed in the future. The action program was developed under the leadership of a ministerial committee chaired by the minister president. The committee members were the ministers of Economic Affairs, Social Affairs, Agriculture, Nature Management and Fisheries, and Education, Culture and Science, and the Secretary of State for Education, Culture and Science.

The program has economic goals, but is also socially significant. It can be the connecting link that offers people an opportunity to make themselves as well equipped as possible, both at work and in other areas, at different stages of their lives. Key points are:

- individuals managing their own employability;
- preventing educational disadvantages;
- educational innovation;
- professionalism of schools; and
- employability of teachers.

As a starting point, the business community is responsible for investing in the employability of workers. Government assumes responsibility for impetus in other areas, via incentive measures.

The Policy Regarding the Major Cities in the Netherlands

The current government has appointed the Minister of Major Cities and Integration Policy. Now that the Netherlands has become a country of immigration, policy needs to be increasingly geared to the integration of ethnic groups. Policy and integration are an intensification of the general government policy of maintenance and development of a democratic society, in which individuals can develop their talents. In conjunction with integration policy, major cities policy will, among other things, be geared to four action programs:

- young people from ethnic groups;
- combatting unemployment;
- preventing and combating prejudice, discrimination and racism; and
- communication.

Career development plays a greater or lesser part in all the action programs. More specifically, the action programs involve giving thought to the following:

- organization of a comprehensive development program from birth to 18 years of age, including self-help organization, a policy on educational disadvantages, student counselling, a program for early school leavers, etc.;
- improved matching of supply and demand at corporate level, an influx of ethnic groups into important functions, new arrivals and their entry into the labour market;
- education, work; and
- creation of an image of integration, exchange of knowledge between "partners in integration."

Developments Regarding Secondary Education

Since the beginning of the 1990s, the following basic principles have characterized education policy:

- The human capital factor is regarded as extremely important.
- There are attempts to increase educational output.
- Careers education has become an important issue.

As a result, careers education and guidance (CEG) has been mandatory in secondary education in the Netherlands since 1993. In 1991, the Ministry of Education and Sciences announced the preparation of legislation as part of a nation-wide reform in education for 12 to 18 year olds. In 1996, the Ministry emphasized the importance of careers education and guidance in secondary education and provided guidelines on the content, responsibilities of the school and responsibilities of external services.

From the content point of view, CEG means students get careers support for:

- the learning and application of decision-making skills;
- obtaining and being able to apply information (e.g., on career opportunities, labour market perspectives and the combination of labour and caring); and

- obtaining insights into their own capacities.

The goal is to learn the answer to the three questions mentioned above.

CEG is considered a responsibility of every school. The subject teacher, the class tutor, counsellor and careers teachers have their complementary responsibilities. The Ministry thinks it is desirable that the school management should develop a vision and policy on the organization of CEG in the school, but does not prescribe how CEG should be provided. It has published quality indicators for CEG to improve communication and to ensure value for money from schools for the public funding they get to spend on CEG. This money should be spent with local external career services. As of 2000, schools will be free to spend it as they wish. The external services, both locally and nationally, are encouraged to harmonize their activities.

Although there are no regulations for the school as a whole, the law requires subject teachers to make a contribution. In basic education (for 12 to 14 year olds) every subject needs to teach six general skills, of which two concern CEG:

- Students are able, in relevant situations, to relate the subject to the practice of several occupations.

- Students become aware of their own possibilities and interests, which will be important when choosing further courses. They obtain some insights into the meaning of every subject in further studies and occupations.

Following these legal prescriptions, there are similar attainment targets in the examinations of the further secondary education as of 1998 or 2000.

In 2000, in pre-vocational and junior general secondary education (both lasting for two years after basic education), one of the six general educational objectives for all subjects will be learning to reflect on the future. Students learn, by reflecting on their own cognitive and emotional functioning, to get insights into their own future possibilities and interests.

With that, explicit attention will be given to:
- making an inventory of their own possibilities and interests;
- researching the possibilities for further study;
- getting insights into occupations, the practice of occupations and current developments in this; and
- the role and importance of knowledge, insights and skills learned at school for life in society (i.e., daily life, leisure time, voluntary work).

From 1998, the CEG objectives for every subject in pre-university education and senior general secondary education (four or three years following basic education) are:

- Students have made inquiries about the further studies and occupations in which the subject plays a part.

- Students have examined their personal capacities and skills regarding attitude to studying and the interests desired or needed for the optional further studies.

Since 1991, the policy of the Ministry of Education has been geared to bringing further education into line with the changes in society. Education is:
- becoming more student oriented;
- encouraging active learning on the part of students; and
- linking the education offered to the world of work.

A key part is played by development of the students' identity via reflection on experiences within and outside school. Students learn to handle their (student) careers and are guided on this throughout their years at school in a consistent and coherent manner. The most important changes include:

- Career development is receiving attention in individual subjects.

- More officials in the school are involved.

- The school management should develop a vision and policy on an integrated CEG.

- Organization and content are often co-ordinated in continued education activities.

Stimulating a powerful learning environment
The Ministry initiated national process management for the nation-wide reform of secondary education. As a result of an evaluation of the new CEG approach in secondary education, in 1996, the Ministry asked those looking after the process management to produce a plan of action for 1996-2000 in collaboration with the National Centre for Career Issues (LDC). The goal is to stimulate the further integration of CEG in secondary education via a range of activities that promote *a powerful learning environment*. The LDC will implement the plan over four years. The activities are intended to:

- provide an impetus in terms of content to the new approach to career development and to facilitate integration into the primary process, especially into the subjects; and
- achieve greater cohesion between the activities of players outside schools (career development services, teaching centres, publishers, syllabus designers, etc.).

The activities in the plan are geared to four themes:
- student orientation;
- career development in school subjects;
- career development in school policy; and
- increasing expertise of subject teachers, class tutors, career teachers, counsellors and management.

Examples of projects include curriculum development for career development in subjects, promotion of the expertise of current and future teachers, and research into the information needs of students.

Developments Regarding Employment Service and Social Security
Government policy with respect to employment service and social security is to provide support for the weaker groups in society, in particular. Therefore, large elements of these fields are being privatized. The government remains active in the public element. In the old system, manpower services and social security were organized via tax levies. Reintegration of job seekers is becoming central to social security implementation. In the new system, companies are responsible for the reintegration of their employees and for part of social security insurance. The aim is to administer the money for reintegration and social security more efficiently and to encourage prevention via employers. The government now simply provides a framework and encouragement via incentive programs (lifelong learning) and monitoring.

What this means for public employment offices in the Netherlands is that they are going to be split into a public element and a private element: the Centres for Work and Incomes, and the Reintegration Company. The public element is responsible for social services and placement for those who are not eligible for private placement. People who need placement go to the Reintegration Company and then return to the labour market. The local authority provides funding. In addition to funding from the public element for employment services, the reintegration company will have to draw on funds from the market. This market is shared with existing organizations in the private sector (temporary employment agencies, private career advice companies, outplacement companies and mobility centres) and with strategic alliances between income insurers and employee insurance executive bodies. These form a chain — from prevention and care for sick workers to reintegration, from welfare intervention to payment provision. With these strategic alliances, temporary employment agencies are often involved in the actual move toward flexible working.

Examples

Many organizations oriented toward the labour market are interested in the new approach to career development. In the projects below, from the National Employment Service, this new approach forms the starting point for the products and services to be developed.

- **Theoretical framework for the use of diagnostic tools in the career process of job seekers.** The framework forms a reference point for the use of diagnostic tools, in the widest sense of the word, on behalf of target groups distinguished by the Career Services Board, with the common characteristic that they are geared to labour.

  To start, the process the job seeker undergoes in orienting her/himself toward, and obtaining a job, can act as a mediator between the question formulated by the job seeker (client) and the use of funds by the Career Services Board. If this relationship can be formulated soundly, an effective and efficient service can be provided.

- **Renewal Information and Advice (RIA).** In the RIA project, the information and advisory functions acquire a prominent place in services for job seekers. The aim is for every job seeker to be able to find information on occupations, training, work, the labour market and vacancies, and apply for jobs, on her/his own accord, at any time, at home, on the Internet or at the employment office. This involves a national uniform standard, so the information is presented in the same way everywhere. The work on designing, structuring and maintaining the information on occupations, training and the labour market is being done in conjunction with the LDC and other organizations.

- **Agora.** In the Agora project, a digital mediation system is being developed. The aim is to register job seekers and vacancies via a fixed list of jobs and occupations. The unique feature is that each occupation is described in a set of variables with respect to work organization, occupational requirements and working conditions.

Appendix 1: A New Representation of Work

Sectors of Work

1 Food
2 Housing and buildings
3 Clothing
4 Health and care
5 Natural environment
6 Energy and raw materials
7 Equipment and tools
8 Transport infrastructure
9 Information and communication
10 Education
11 Public administration, law and security
12 Arts, culture, religion and science
13 Economics and employment activities
14 Tourism and leisure

Type of Activities

1 Research and development
2 Production
3 Control
4 Logistics
5 Public relations, marketing and sales
6 Human resource management
7 Accounting and clerical work
8 Management and strategic policy

17. THE NEW ZEALAND POLICY FRAMEWORK FOR CAREER INFORMATION AND GUIDANCE

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Context

Government Structure

New Zealand operates under a democratic system of government appointed through a proportional representation system. The government consists of executive, legislative (Parliament) and judicial arms. Each government is elected for a three-year term and is served by a non-partisan public service. There are 120 members of Parliament representing the population of 3.8 million, of which 14 percent identify themselves as Maori. Government policy is determined by Cabinet that consists of key departmental ministers. The policy responsibility for career services rests with the Ministry of Education.

Economic Reform

In 1984, New Zealand embarked on a process of radical structural reform of the economy. There was a recognition of serious structural difficulties resulting from state intervention, insulation from the world economy and heavy direct taxation among other things. The government embarked on a process of deregulation of financial markets and industry, commercialization of state business and reforms of state departments. By the early '90s the government sector had undergone marked change, and the economy was changing rapidly. With the October 1987 share market crash came a recession, and unemployment increased through the mid to late '80s and early '90s.

Establishment of Career Services

The education sector was restructured in 1989. The all-encompassing Department of Education was divided into the Ministry of Education and a number of Crown entities. Career Services, a Crown entity, was created by amalgamating the Vocational Guidance Service and careers information functions from the Department of Labour, with the Transition Education Division from the Department of Education. Career Services has its own legislation, and is governed by a board appointed by the Minister of Education.

The goal of Career Services is to assist in the achievement of government education, training and employment goals through the provision of high-quality information, advice and guidance services designed to help people make informed career choices. The organization came into existence in

September 1990 with an initial budget of $17 million in direct government funding. In 1991, this budget was reduced to $5 million.

The reduction in direct government funding led to Career Services adopting an increasingly commercial focus. This required a major shift in culture within the organization and resulted in an organization focussed clearly on the needs of its clients. A positive consequence of developing an expanded commercial client base has been an increase in the quality of products and services in relation to all clients, including the Ministry of Education as purchaser of services on behalf of the government. Today, Career Services operates on an annual turnover of $8.5 million, of which $3.5 million comes from direct commercial activity.

Integration of Employment Needs and Income Assistance

On October 1, 1998 the government established a new department, Work and Income New Zealand (WINZ) designed as a one-stop shop, integrating the delivery of job search needs, income assistance, and employment and training referrals. WINZ was established by merging the income support arm of the Department of Social Welfare with the New Zealand Employment Services Division of the Department of Labour. The aim is to draw together, and maximize the effectiveness of, assistance to recipients of state benefits: guidance, information, income support, training and employment referrals. The establishment of this department endorses the government's policy of a seamless delivery of employment, education and training assistance for those seeking work. WINZ purchases career planning on behalf of its clients from Career Services and private providers. Career Services is, therefore, an essential player in getting WINZ clients back into the work force.

Structure of Education and Training System

Compulsory school sector

New Zealand students attend compulsory schooling from the age of five. Compulsory school education is generally free through the state system, although there are also a number of private schools to which parents can choose to send their children. The minimum school leaving age is 16. Most 16 year olds are in either year 11 or 12, and most undertake an additional one to two years of schooling. Crucial career development decisions students take while at school include the age at which to leave school, subjects to pursue further and whether to go on to further education or to enter the work force.

Tertiary education sector

The New Zealand tertiary education sector is diverse. The public tertiary sector includes seven universities, 25 institutes of technology, four colleges of education, three *wananga* (Maori tertiary institutions) and 11 government training establishments. In addition, there are about 800 private education and training providers, and a number of other government-funded targeted education services, e.g., adult literacy services. This is a large number of tertiary institutions given the size of New Zealand, and they offer a wide range of courses varying from introductory certificates to doctorates. Some single institutions cover all course types and levels.

In 1997, over 212,000 students were enrolled at public institutions and 34,000 at private education and training establishments. Government supports student participation through tuition subsidies available to all domestic students (the Universal Tertiary Tuition Allowance), student loans, living allowances and other targeted resources. Approximately 115,000 students have student loan accounts. The government funds the bulk of tertiary education tuition in New Zealand, meeting about 72.5 percent of costs for students at state institutions. Costs for students at private training establishments are subsidized by government on a different basis. However, this difference will be phased out. From 2000 onward, all students undertaking tertiary study will be subsidized by government at the same level.

National Qualifications Framework

The National Qualifications Framework is a structure designed to bring coherence to qualifications. Qualifications are registered at eight levels, from year 11 of schooling to postgraduate. Qualifications are defined in terms of learning outcomes and credit totals. Moderation systems ensure nationwide consistency in qualifications.

Provision of Career Services

Universal Careers Information Provision

Current government policy sees an accurate, high-quality information system as the central component of all government career information and guidance initiatives. Improving accessibility to accurate and comprehensive career- and education-related information underpins the relationship between career choices, education, training and employment.

The KiwiCareers Web site was formally established in July 1998 and has become a comprehensive source of career information on occupations, employment options, education and training courses, and funding sources. KiwiCareers will be the prime source of information and its predecessors, the paper-based Career Information Library and the computer-operated Quest data base program, will be phased out. KiwiCareers is accessible at no cost through any Internet access site <http://www.kiwicareers.govt.nz/>.

Career information and advice are also funded by the government and provided to the public free through Career Services branches. Customers are able to walk into, phone or fax any branch and receive career advice by way of a brief over-the-counter support or use of the career resources and information free of charge. This includes paper-based career information, a skill-matching data base and use of KiwiCareers through the Internet.

Funding and Provision of Careers Information and Guidance in Schools

From January 1, 1997 it became mandatory for schools to provide career education for their students. An extra $3.5 million funding per year was budgeted for this. The funding is paid to schools as part of their general operations grant and is allocated on a per capita basis, weighted in favour of more needy schools. Schools are not required to account for spending the money on career information and guidance. However, the Education Review Office, the regulatory and monitoring authority for the school sector, is charged with auditing schools on their implementation of career education.

Schools receive a number of products and services from Career Services as a result of direct purchase by the Ministry of Education and at no direct cost to the school. These include school support visits, careers advice training days for school careers staff, KiwiCareers, career education seminars for parents, facilitation of partnerships between schools and industry, and information days targeting Maori and Pacific island students. Schools may also purchase other career-related products from Career Services and private providers through their general operations grant.

Funding and Provision of Careers Information and Guidance in Tertiary Education

There is no formal provision of career planning for tertiary students although information through KiwiCareers is available. While many tertiary education providers offer career advice and information, the quality is variable, and there is no requirement for them to do so. There also may be issues of impartiality, as tertiary institutions operate in an increasingly competitive market and have incentives to attract students. Tertiary institutions may also choose to provide their own in-house career services or purchase them from external providers. The majority provide services in-house.

Funding and Provision of Careers Information and Guidance for Unemployed Adults

There are a number of ways unemployed adults can access career information and guidance. The government provides for the provision of career guidance for the unemployed and other beneficiaries via case managers at WINZ who may purchase services on behalf of clients. This is not an automatic entitlement. Likewise, case managers at the Accident Compensation Corporation (ACC) purchase career guidance services on behalf of individuals being compensated for a work-related injury with the aim of getting them back to work.

It is important to note in these arrangements that although career planning services are provided directly to the individual, the government agencies purchasing the career planning on behalf of the individual are the Career Services clients. This influences the type of service provided and the individual's view of its value. The service provided is, therefore, in response to the referring organization's view of the type of assistance required. The services requested may not match the expectation of the individual receiving service, who may be in attendance because of a directive to do so.

The government also purchases guidance services for other client groups. There are a limited number of people with disabilities and caregivers returning to the work force for whom the Ministry of Education funds Career Services to provide career planning in the form of a non-contestable contract between the Ministry of Education and Career Services.

Funding and Provision of Careers Information and Guidance for Employed Adults

Services are provided on a commercial basis through Career Services and private providers, and funded by the individual or her/his employer. However, this is a limited market. Most fee-paying clients are in a higher socio-economic bracket and are largely catered to by private providers. A significant part of the career development industry in New Zealand is in outplacement, and career consultants are increasingly called on for career planning in areas of restructuring and redundancy. Career planning in this area is generally crisis oriented.

Policy Issues - Current and Future

The concept of lifelong learning is central to the policy direction of the education system and the labour market in New Zealand. Lifelong learning also encompasses learning that takes place outside formal education providers. Crucial to the success of lifelong learning is lifelong career guidance. Lifelong learning is premised on the fact that individuals will enter into education and training at different points throughout their working life and will need to make decisions about "upskilling" or "reskilling" at a number of different points in their working life. People will benefit from career guidance as they work through these life/work decision points. The availability of lifelong career guidance is a central component in realizing individual and economic benefits of lifelong learning.

A key issue over the next 10+ years will be the interplay of four key sets of changes: demographic, social, economic and technological. The key policy centres around the contribution career information and guidance can make to the development of human capability in the context of these significant and wide-ranging changes. Given the context described earlier, it is important that policies focus on the development of human capability, including the workings of the labour market and the education and training market. It is also important to examine more specific issues arising from current New Zealand policy, which relies on the creation of a market for career guidance services.

Tertiary Education Policy and Career Development Policy

Tertiary review: increased access and participation, improved quality and stronger institutions

During 1997 and 1998, the government undertook a comprehensive review of tertiary education in New Zealand. The review concluded that tertiary education is the key to securing a career path, better quality of life, and a more equitable and dynamic society. The review also identified a number of challenges. These included the recognition that school leavers and adults will need to study at the tertiary level, often at several times in their lives, and that higher level knowledge and learning will become more important in achieving career and economic success in an increasingly knowledge-based economy.

The subsequent reforms are aimed at ensuring everyone has access to quality tertiary education, a fairer resourcing system recognizing both private and state providers, better quality teaching and courses, and effective accountability mechanisms for tertiary providers. All students, regardless of whether they study at a state or private provider, will have their tuition subsidized by the government. There is no limit on the number of places government will subsidize. This will have the effect of increasing the choice of education providers and courses open to students.

Career information and guidance central to tertiary review policy

Increasingly, individuals are investing more in tertiary education, either when they leave school or throughout their working lives. The government also subsidizes a significant portion of tertiary education. Given this investment, both government and individuals have an interest in the return on their investment in education and training. With increased choice, more opportunities and a rapidly changing labour market, individuals will require improved information and guidance in order to make crucial decisions. Career information and guidance have a role to play in maximizing personal and government investment in education and training.

Improved information regarding quality-assured qualifications and providers, as well as aggregated information on sector trends, will be publicly available to assist both students and providers in making decisions. Information available through KiwiCareers is likely to expand with more courses and providers. This will increase the demand for guidance in making educational and career change decisions.

A rapidly changing work force, the need for lifelong learning, the increase in the type and number of courses available, and student accessibility to those courses as a result of tertiary review decisions, pose a number of policy issues. Increased numbers in tertiary study will necessitate increased state investment. Decision making is based on a widening array of choices. The cost of inappropriate tertiary study choice is high, both to the individual and the state. The issue for government centres on safeguarding its investment and determining whether this can be met within existing policy frameworks.

Accessibility of information

The development of the KiwiCareers Web site is central to the government policy of providing quality information on which to base education and employment decisions. While KiwiCareers has advantages, it also raises a number of issues. One key issue is providing for people who do not have the resources or ability to access technology. A range of access points for career information and career guidance may be required. A key component of this is ensuring the visibility of career information and guidance. Unless individuals are aware that they can receive help and advice, how can they access it? Without visibility, the potential advantages of career information will not be maximized.

Human Capital Development, Labour and Career Development Policy

Integration with employment, labour and education policy

Career information and guidance serves as a bridge between employment, labour market and education policy. Career information and guidance services can enhance the workings of both the labour market and the education and training market. It is, therefore, an important link between labour and education policies. New Zealand has recognized the need to maximize human capability in both its labour and education policy. Career information and guidance form the other arm required to increase individual capability which collectively leads to increased social and economic benefits. With career policy development being vested primarily with the Ministry of Education, it is important that policy development be linked closely to the wider labour force context. Integration of labour and employment perspectives is central to ensuring useful ongoing policy development.

Importance of career information and guidance for employed adults

A key issue for the future of career development policy is raising public, employer and political awareness of the importance and value of career planning in the context of lifelong learning. In today's changing labour market, individuals will benefit from guidance on labour market opportunities, education and training opportunities, and skills assessment, at a number of points in their career. Career information and guidance have benefits for everybody, not just students or those out of work. There are significant benefits for employers in ensuring staff have access to quality career information and guidance as the traditional employer–employee relationship changes.

As the world of work changes, people will increasingly be required to change and update their skills, in order to keep up with rapidly changing technology and job requirements. Some of this learning will take place within existing jobs, although more and more people will be changing jobs or occupations more frequently. Career guidance has a role to play in ensuring there is the opportunity to develop improved skills, knowledge and attitudes to give people a better chance of gaining a more productive career, generating sufficient income and, ultimately, having more choices in life and becoming more self-managing. This is important in countering the negative social impacts of low earnings, low opportunities and unemployment. The importance of lifelong learning within employment needs to be developed further to maximize the opportunities for individuals. Employers need to be convinced of the benefits of investing in career development for their employees. Similarly, employees need to seek opportunities within their existing employment.

Changes to retirement legislation

The work force is changing rapidly. Careers are becoming less structured around a permanent job and more likely to encompass broader lifestyle considerations. On February 1, 1999 changes to retirement legislation came into effect which have an impact on the careers information and guidance industry. It is now illegal for employers to retire staff on the basis of age. Many people may, through choice or necessity, continue their working lives beyond the previous retirement age of 65. For some, the goal will be a mixture of part-time, paid work and pursuit of other interests. Career information and guidance have a role to play in ensuring that people make successful transitions throughout their careers, including the transition to full or partial retirement. Currently, there are no career guidance services, and little career information, targeted to those older workers who will face an increased range of choices following the legislation change.

Issues Arising from Establishing a Market for Career Guidance

In 1995, the government made a number of decisions that underpin current policy on the provision of career information and guidance services. The key decisions centred on government ownership and provision of career information, and the establishment of a contestable market for career guidance. The rest of this paper examines some issues arising since those decisions were taken.

Government policy on guidance, since 1995, has been to encourage diversity and responsiveness in the guidance market. It is believed that the purchase of guidance on a contestable basis will encourage more guidance practitioners into the market and enhance the quality of service. Diversity of service provision may also help bring guidance services to specific individuals and targeted groups, e.g., delivery by Maori for Maori.

Market failure or gaps in provision

Although establishing a market in guidance is designed to improve diversity and responsiveness, there is a risk that gaps in provision may arise. Evidence suggests there is still only a limited market in guidance and one that is inconsistent throughout the country. Unless there is a guarantee of services to rural and provincial areas, certain regions of New Zealand risk being excluded. There is also a risk guidance providers will become concentrated in the upper end of the market. For instance, a growing area is in human resource consulting; however, these services tend to be of assistance for those with experience in a particular field, who are readily employable.

Quality guidance services are also required at the lower end of the market for those with limited resources, who may require further assistance in order to maximize the benefit of careers information. Career guidance services need to be appropriate to client needs. For many people, further formal education and training may not be a realistic option; yet, those people could still enhance their career development through other avenues. Career guidance can assist in identifying the full range of opportunities available to individuals.

Part of the issue in establishing a market in career guidance is the need to change the way guidance is viewed. Traditionally, guidance has not been seen as a commodity and, therefore, not something to be provided by the market. Individuals find it aversive to pay for career guidance as it is viewed as an intrinsic right for all. Career guidance also is not valued sufficiently. There is a need to persuade the general population that career guidance is important and worth investing in *before* significant investment is made in education, and as an ongoing part of working life. The issue of valuing guidance is key. It affects not only individuals, but also employers and government, as the risks or gains of career decision making impact directly on both.

The need for public education is apparent. The term "career" may be alien to some members of the public who would not regard what they do to earn a living as a career. It may also exclude those not in paid employment. Traditionally, career has meant a progressive climb up the ladder in a chosen profession. Although many experts claim this definition no longer applies, it still has currency with the general public.

Impartiality of career guidance

Government has recognized the importance of impartiality in career information through its ownership and funding of career information provision, including KiwiCareers. Equally important is impartiality in career guidance. Although careers advisers at schools and tertiary education providers have access to impartial information through KiwiCareers, educational institutes may have a vested interest in attracting or retaining students. This may pose a potential conflict of interest in providing impartial career guidance and put the government majority contribution to the cost of study at risk.

Access to career guidance for target groups

Government has identified the provision of career guidance to some targeted groups as a priority. The groups include Maori, Pacific islanders and people living in rural communities. There is a need to ensure services successfully meet the needs of these two groups. Government has yet to determine how it will ensure focussed services for Maori and Pacific island people. Contracts may become available under a contestable system; however, it is unclear if there will be quality providers able to deliver these targeted services.

To ensure there is equity in the provision of career information and guidance, focussed provision is also required for rural New Zealanders who have difficulty accessing services. Access issues may continue for certain groups in a competitive environment. Likely, guidance providers will concentrate their services in areas where there is high demand. Providers may also charge a premium in areas where there are a limited number of professionals. This is not just a geographical issue. Ultimately, the market will need to cater to different career needs.

Quality in career guidance: regulatory, monitoring and quality issues

As increasing numbers of private providers enter the market, quality of service becomes an issue. A quality service provider should supply clients with impartial career planning services, supported by comprehensive, up-to-date training and labour market information. This raises questions of appropriate qualifications and professional standards for career practitioners.

In establishing a market in guidance, a primary issue is to ensure regulatory and monitoring arrangements are in place for the growing number of private providers. There is no requirement for providers to be registered with a professional careers association. There are also no prescribed criteria providers have to meet in order to practise career guidance. Therefore, the onus is on the individual or organization purchasing the service to assess the quality of the service. This may be difficult without a benchmark. The government has not yet determined whether it will retain an auditing or monitoring role as the private market in careers guidance develops. Although it is important to ensure the quality of service providers, it is also important to ensure that quality requirements are not unnecessarily onerous and that compliance costs are not burdensome.

Leadership role

Government must consider the infrastructure it requires to ensure its policies on the availability of consistent, quality career information and guidance services to all New Zealanders are met. This will require addressing questions around the appropriate role of government in the market place. Can leadership be effectively achieved in the absence of a government-owned provider? Is the leadership role consistent with a nationwide network? The government has an interest in ensuring guidance services are available to all who require it, including those in school or tertiary education, and those who are out of the work force. To what extent this can be achieved in the absence of a government-initiated leadership role, is yet to be determined.

Action Steps Needed

In order for the above issues to be addressed, several action steps can be identified:

- Monitor and evaluate current policy in relation to:
    - the ability of schools to deliver effective career education and guidance to their students in the context of the 1995 Career Information and Guidance Review decisions;
    - the accessibility and value of careers guidance to those people out of the work force and at risk of social exclusion whose career guidance needs are currently met via state agencies; and
    - the impact and accessibility of careers information via KiwiCareers and the need for complementary career information delivery mechanisms.

- Raise the level of debate at a policy level around the issues outlined in this paper and other relevant issues raised at the Symposium.

- Increase the profile of career guidance in the wider community in the context of human capability development, informal decision making, labour market policy and economic benefit.

- Harness technology to maximize access and the subsequent benefits of career guidance. For example, build on the technological developments in career information, such as KiwiCareers in New Zealand.

18. CAREER DEVELOPMENT IN SPAIN

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In Spain, the term career development (*desarrollo de la carrera*) is not used in official language or legislation. Instead, vocational or career guidance services (*servicios de orientación profesional*) are used even though experts in the field advocate using a career development approach. In this paper, we briefly describe career guidance services and provision within the education system and outside it, policies regarding them and key issues for the future with action steps to improve provision.

Context

In Spain, the 1978 Constitution determines the distribution of responsibility between the state and the 17 autonomous communities (states). Currently, eight autonomous communities have full power over education. The rest have shared responsibility for education with the state having exclusive control in some areas and delegating authority in others. Vocational training (i.e., non-school) is the responsibility of the Ministry of Labour and Social Security through its National Employment Institute (Instituto Nacional de Empleo or INEM). Institutions may be state, state-subsidized private or non-state-subsidized private. Most have a municipal education department (*concejalía de educación*) which is responsible for the provision and maintenance of school buildings and the management of municipal education-related programs. The 1983 Law on University Reform (*Ley de Reforma Universitaria* or LRU) confers on universities freedom of teaching and research, endowing them with legal status and administrative powers. Thus, each institution is autonomous. There is no regulation regarding guidance at this educational level.

Primary Education

Primary education lasts six years (ages 6 to 12 years). The aim is to provide all children with a common education, basic cultural skills and knowledge relating to oral expression, reading, writing and arithmetic, and progressive independence within their environment. Assessment is continuous (using various tests) and comprehensive (taking into account the different subject areas), in accordance with pre-defined objectives. Pupils move automatically from one cycle to the next. When it is noted that a pupil is not responding to the overall planned objectives, teachers are required to provide appropriate additional teaching and, where necessary, adapt the curriculum. Tutors provide educational guidance, and there are no career development activities. Promotion to secondary education is automatic; there are no exams or other type of selection procedures.

Secondary Education

Secondary education is organized in three main divisions: compulsory secondary education, *bachillerato* and intermediate vocational training. Vocational training is designed to provide pupils with the qualifications they need to perform various professional activities successfully. It includes basic vocational training during compulsory secondary education and specific vocational training (during the intermediate stream).

Compulsory secondary education (*educación secundaria obligatoria* or ESO) exists for 12 to 16 year olds. This system eliminates early streaming and allows pupils to enter the labour market after the compulsory period. The purpose of ESO is to provide access to employment and to prepare for post-secondary education. Basic vocational training is introduced for all pupils as a specific subject area. It covers training in different technologies, awareness of society and employment, and knowledge and basic skills common to a wide variety of careers. Pupil assessment is continuous and integrated, but separated into various subjects. Assessment must be carried out collectively by the team of teachers responsible for the same group of pupils, with the co-ordination of the tutor and advice from the Guidance Department (Departamento de Orientación). At the beginning of the ESO, teachers make an initial assessment of every pupil.

Pupils who have attained the required objectives at the end of compulsory secondary education receive a certificate of secondary education (*graduado en educación secundaria*), which enables them to gain access to the *bachillerato* or the intermediate level specific vocational training. All pupils receive an attendance certificate, recording the number of years studied and the marks obtained in each subject. They also get guidance concerning their educational or professional future. This is perhaps the most crucial point where pupils must make decisions as to which way to continue.

Bachillerato (post-compulsory) is for 16 to 18 year olds. Its aim is to foster intellectual and emotional maturity, provide the knowledge and skills that allow pupils to fulfil social responsibility and qualify them to enter higher level vocational training or university. Basic vocational training continues, with an optional subject covering the further vocational elements and transition to working life. Only pupils who pass all subjects receive the *bachillerato* certificate, entitling them to access higher level vocational training or university. There is no final examination for the *bachillerato*.

Specific vocational training (*formación profesional específica* or FP) is also for 16 to 18 year olds. The objectives are to facilitate integration into working life and to contribute to continuing training for all citizens. It is structured into two training levels: intermediate and upper. Although admittance to the FP requires successful completion of compulsory secondary education, in special circumstances, such as work experience or being older that 20 years, entrance may be gained through an examination. Successful completion of the FP allows direct access to specific university studies related to a vocational training course. During the FP, one teacher is delegated as the tutor of a class and provides educational and vocational guidance. Guidance departments in secondary schools co-ordinate the work of tutors and provide counselling.

Current Provision

Education System

Vocational guidance during compulsory education is regulated by the 1990 *General Organization of the Education System Act* (*Ley de Ordenación General del Sistema Educativo* or LOGSE), which stresses the importance of educational and vocational guidance as one of the necessary factors for enhancing the quality of education. There are three structures for this provision: tutorial action (*acción tutorial*) where teachers assume guidance functions, guidance departments in secondary schools and external services serving primary and secondary schools. All students are entitled to guidance provision, although in practice, due to resources and a lack of staff, not all benefit from it.

In preschool and primary school, guidance is provided by teachers, supported by external services. They are multidisciplinary teams located outside the schools and working with several schools, usually on a weekly basis. There is no career guidance at this level. In secondary education, guidance departments provide support in teaching and learning processes, academic and vocational guidance, and tutor support. They are also responsible for co-ordination with other departments and for establishing links with the community. Guidance workers belong to the teaching staff and generally teach courses in psychology and the transition to working life. The time allocated to guidance functions and to teaching depends on each school, as does the extent to which career development is provided. During the FP, there is a subject called training and labour guidance. Teachers must pass an exam to teach in this module. Most universities have established career guidance services (Repetto, 1994). Most place emphasis on entering the labour market, placement and giving information. Some universities are paying attention to the career development of their students, through the career service or by introducing it in the study program.

The training of guidance workers takes place in the university. They can have a degree in pedagogy, psychology or psycho-pedagogy (*psicopedagogía*), a two-year degree accessed only on completion of at least a three-year degree in a related subject. Teachers must complete their initial training and pass a state exam for "teachers in psychology and pedagogy" to qualify to work in a secondary school guidance department. In higher education, however, there is a great variety of qualifications among the staff. Moreover, there is a practice of "hiring" students on "training grants," whereby they are supposed to be trained in information and guidance techniques within the careers service. In practice, these students perform the same tasks as regular workers. They are really carrying out guidance functions, but without the status of being employees. Unfortunately, this is a very common practice in Spain. There are also short courses in career guidance, post-graduate courses and master's degrees in general guidance offered by some universities, as well as conferences and professional meetings, which provide continuous training to guidance workers.

Employment Services

Vocational or career guidance services have been traditionally provided by INEM, but are being transferred to the autonomous communities. The target groups are people in search of a job, and registered at an employment office. Services are organized according to a four-stage model that enables clients to follow an individual career path leading to entrance into the labour market. Stages 2 and 4 are those most related to career guidance.

Stage 1: Identification of Employment Skills

- **Occupational interview.**

- **Professional assessment.**

Stage 2: Positioning in the Labour Market

- **Employment related information.** Information sessions on topics related to the environment of the searcher: labour market, training and other services provided by the INEM.

- **Training and employment personal plan (career development).** Individual attention to job seekers in order to detect their interests, attitudes, skills and professional resources, and assist them in the design of their own career path.

- **Personal development issues for the occupation.** Individual and group counselling/advising so job hunters can develop the personal skills and abilities that enable them to start and follow-up different activities necessary to find a job.

- **Information and motivation for self-employment.** Group sessions providing information on the paper work, assistance, grants and requirements for setting up a business.

Stage 3: Matching Qualifications with the Labour Market's Requirements

- **Occupational vocational training.**
- **Workshop-schools** (*escuelas taller*) and **skilled craft centres** (*casas de oficio*).
- **Experiential programs.**

Stage 4: Active Job Search

- **Initial active job search (AJS) interview.** Resources and skills in job search techniques are analyzed, in order to decide which AJS actions are proper or if alternatives should be sought.
- **Search groups.** Group counselling to implement a planned and organized job search strategy.
- **Interview workshop.** Group training in interviewing skills:
- **Individual active job search.** The client is accompanied through his/her job hunting process.
- **Follow-up and counselling.** For those who have taken part in some career development activities, and after six months have not found a job. They are entitled to six, one-hour interviews.
- **Advising in self-employment projects.** Individual guidance to entrepreneurs who wish to establish their own business, assisting them in developing a project and getting the business going.

The experts who deliver these services are called *técnicos* (technicians) and their qualifications vary, although most are university graduates. The technicians in the information activities have a bachelor's degree. Those in charge of the training and employment personal plan, personal development for the occupation and interview workshop activities have a master's degree (mostly psychologists). If clients are interested in working in other European countries, services are provided by the EURES (European Employment Services), a network of nearly 500 Euro-advisers all over Europe, 35 of them in Spain. Euro-advisers provide information on living and working conditions in other countries, guidance and counselling on job search techniques, and information on, and access to, trans-European job vacancies available through the network. Euro-advisers are mainly university graduates who speak another European language and undergo comprehensive training in the European Commission. All these services are included in the National Action Plan for Employment.

Current Policy Issues

Educational Policy: Ministry of Education and Culture

Guidance in the non-university sector is regulated by the 1990 Organic Act referred to earlier (LOGSE). There is no reference to career development in the Act; however, some career development functions are outlined. Unfortunately, implementation has been uneven, especially in the different autonomous communities, and no sanction is applied if regulations are not fulfilled. Thus, guidance departments do not actually exist in all secondary schools, and primary schools are not all supported by external services.

The functions of the guidance workers are not clearly outlined. They are regulated in an ambiguous and non-operational way, making it difficult to assess them and supervise their fulfillment. Among schools, there are inconsistencies in the roles of guidance workers, dissatisfaction and burnout. Moreover, tutors (form teachers) are also assigned, by law, guidance functions which sometimes overlap with those of guidance professionals, thus interfering with their work, instead of supporting it. In higher education, there are no regulations to support guidance delivery, leading to the creation of very different services across institutions. For the most part, they have been established with no official backup.

In spite of these and other limitations, the situation regarding guidance is better than it was 20 years ago. Since the 1980s, pedagogues, psychologists and psycho-pedagogues have been lobbying for the right to work in the profession for which they were qualified. Before the LOGSE, guidance was only delivered by some teachers, at the end of primary school, and there were no official regulations supporting it. Now, psychologists have created professional associations through which they have a greater social and institutional influence. The other professionals have not yet established associations of their own, so their lobbying regarding the institutionalization of guidance has not gone very far. However, there is a professional association, the Spanish Guidance Association (Asociación Española de Orientación y Psicopedagogía or AEOP), to which many of them belong, promoting continuing training, professional meetings and other activities to advance guidance.

Guidance Policy in the Ministry of Labour and Other Institutions Related to Employment

Traditionally, the National Institute of Employment (INEM) has been responsible for the insertion (placement) of young people and adults into the labour market. With the transfer of powers to the autonomous communities, this responsibility is being shared. Other institutions and organizations within the Ministry of Labour and Social Security provide guidance to immigrants and other target groups with specific difficulties. Several compensatory policies have been issued, supporting populations in critical situations such as young people in search of their first job, the long-term unemployed and workers with special training and guidance needs. Besides these official institutions, there are other private or semi-private organizations, companies, women's institutes, the church and non-governmental organizations that carry out career guidance activities aimed at their particular target groups. Funding for these groups comes from the institutions themselves, the INEM or from grants they obtain. In some cases, funding comes from the clients and their families.

In private schools, guidance activities (including guidance worker's salaries) are funded through tuition fees, foundations and other grants. Since Spain joined the European Union, the European Social Fund is funding several guidance initiatives, in addition to those provided by the INEM.

Summary Concerning Policy Issues

In general we can summarize the following features in Spain:

- State and regional governments do not usually grant guidance the importance it deserves and do not always support its social and economic value.
- The number of specialized guidance professionals is small considering the great demand for services. Not all people working in guidance have specific guidance training. When they do not have the necessary qualifications, they often are hired anyway, but in a lower category.
- Guidance initiatives are increasing. Several social groups which were unaware of the benefits of guidance are now starting to organize services, with few resources and little funding at first, but with the hope of better services in the future.
- Policies are uneven concerning guidance in the different educational levels. There is no continuity from one stage to another, which gives an impression of guidance being delivered "in pieces," instead of being a holistic process.
- Despite considerable advancements in the guidance field, there is still a long way to go.

Key Issues for the Future

As we identify key issues from the Spanish perspective, we also offer some suggestions that could improve guidance provision in the educational and employment contexts.

Improvement of Guidance in the Educational Context

- Spain should develop its own career development theory or theories. Each educational system is different, and no matter how adequate a certain approach might prove elsewhere, it cannot just be copied without being carefully adapted to the country's specific context. The International Association for Educational and Vocational Guidance (IAEVG) has an important role to play here by fostering comparative studies that shed light on the different countries' realities.

- A consensus needs to be developed between the central government and the autonomous communities.

- Guidance departments, with qualified guidance staff, exist in most (but not all) secondary schools and in some autonomous communities. An effort should be made to grant enough resources so *all* schools can afford a guidance department.

- There is a need to improve the quality of vocational training education (FP). In Spain, academic studies have greater social prestige. With educational reform, the situation is somewhat better and more options are provided, but there is still a long way to go. There is also a need to enhance career development and career education in vocational training centres.

- University programs, where guidance workers are trained should meet the requirements of the jobs that both the public and the private sector offer. Universities don't always respond to the demands and needs of the society. There exists a lot of professional intrusion, due to the lack of correspondence between workers' roles and the requirements of their jobs.

- There is a need to redesign career guidance and development assessment instruments so they respond better to young people's needs and characteristics.

- It is important to make a clearer distinction between guidance professionals and the teaching staff. Guidance workers are being required to address many problems and more is being demanded of them from society in general, and the schools in particular. However, this is not adequately rewarded, and there is a lot of burnout among guidance workers.

- Inspectors and supervisors of the educational system should be directly involved in the follow-up of guidance practices, or at least there should be somebody in charge of assessing effective guidance provision.

- When there is a shift in the government, guidance initiatives should not be discontinued if they have demonstrated effectiveness.

- Educational policies should be issued in close collaboration with the experts in guidance. Many policy decisions are made without consulting guidance experts, leading to inadequate practices and inconsistencies.

- It is necessary to co-ordinate educational and employment policies. In Spain, there is little co-ordination or communication between these two systems, in spite of all the efforts made by universities and professional associations. Traditionally, what is taught in the classrooms, and what graduates find later in the labour market are two opposite realities. The different ministries (Education on one side, and Labour on the other) are reluctant to co-ordinate their actions and budgets, and there are no joint projects. This is a major drawback in the provision of career development services.

Improvement of Career Guidance in the Labour Market Context
The following recommendations also seem appropriate:

- Industries and work centres should be more involved in career development provision.

- Motivate and support companies to accept trainees from vocational training in work experience.

- Assist young people and adults in acquiring employability skills, helping them acquire the skills needed to cope with a more flexible and changing labour market.

- Support policies in favour of immigrants, and introduce multicultural guidance approaches.

- Encourage networking among professionals involved in guidance and career development, as well as the development of professional associations.

- Develop and improve computer-assisted guidance programs so they are not mere information tools. Integrate all the technologies available, bearing in mind ethical issues concerning those technologies. A well-designed project based on career development theories, and carried out by a team of both computer engineers and guidance experts is essential.

Action Steps

In order for the above issues to be addressed, several action steps can be identified:

- Identify overlapping and discontinued policies regarding career development programs and services at all levels of government and recommend corrective actions.

- Improve the current provision of career development guidance and counselling programs.

- Promote and encourage research projects on the delivery of career development guidance and counselling programs in school, community and work settings.

- Evaluate the results of existing research on counsellor training and carry out further research in the field to enhance current training programs.

- Develop comprehensive lifetime career development guidance and counselling programs aimed at different target groups:
    - people at risk of exclusion;
    - people with disabilities;
    - adults; and
    - immigrants and ethnic minorities.

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19. UNITED KINGDOM COUNTRY PAPER

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Context

The Department for Education and Employment (DfEE) is responsible for the system of education and training in England, including careers information, education and guidance (CIEG) and for a limited number of U.K.-wide issues. The Department was created by the merger of the former Employment Department and Department for Education in July 1995. The Secretary of State for Education and Employment is a minister in Her Majesty's government. With the help of other ministers, he is responsible to Parliament for developing and administering policies on education, training and employment.

The secretaries of state for Wales and Northern Ireland are also ministers who exercise broadly similar responsibilities in their respective countries (although the impending creation of new assemblies in Scotland, Wales and Northern Ireland will change existing constitutional arrangements significantly). The Scottish Office Education and Industry Department (SOEID) is the government department responsible for policy on education and training in Scotland.

The government helps set the framework for the education and training system, and works in partnership with other central and local bodies to implement those policies. It also provides funds for many of the public bodies and community and voluntary organizations involved in education and training.

While the education and training systems of England, Wales and Northern Ireland are broadly similar, the education system in Scotland has always been a completely separate system with its own laws and practices. Differences in education and training across Britain are particularly marked in the school systems. At the higher education level and for training, this is less true.

Historically, education and training institutions have enjoyed a high degree of autonomy. State-funded schools are funded through local and central government and are responsible for managing a large proportion of their budgets and for hiring staff. In the higher education sector, universities are largely self-governing.

Parents have a legal duty to ensure that their children obtain education between their fifth and 16th birthdays. Most children in this age group attend a school, though a small minority are educated by private tuition, often at home. In Northern Ireland, compulsory schooling begins at age 4.

After the age of 16, when education is no longer compulsory, young people have a variety of choices. Some 70 percent stay in education, either at school (usually known as sixth-form education) or at further education (FE) colleges. Others go into work, with the remainder being guaranteed a place on the government's training programs for young people. Overall, some 86 percent of 16 year olds are involved in some form of education or training beyond the age of 16.

Training in Britain is available from a wide range of private and public sector providers. Employers decide what investment to make in skills, and individuals are encouraged to take the initiative to develop their skills in a culture of lifelong learning. Competence-based qualifications (National Vocational Qualifications-NVQs in England, Wales and Northern Ireland; Scottish Vocational Qualifications-SVQs in Scotland) certify an individual's ability to meet the skills standards required at work. The government's main role is to provide guidance and to fund an institutional framework in which training decisions can be taken. It also funds work-related training, especially for young people, unemployed people and people with disabilities or special needs.

Other than the department and educational institutions themselves, the main public bodies concerned with education and training in England are:

- **Local education authorities** (LEAs) are responsible for administering schools and the local adult education service. LEAs are a component of local authorities, democratically elected organizations whose responsibilities include a wide variety of local services other than education.

- **Training and enterprise councils** (TECs) are local agencies with substantial business participation. Their main responsibilities are in the field of vocational training, although many also play an important role locally in economic development and regeneration.

- **Careers services** organizations mainly provide CIEG for young people under contract to the Department for Education and Employment. Most careers services are in the private sector. Besides their core business meeting the needs of young people, many of the relevant organizations also provide a service to adults.

The structures for delivering, managing and administering education and training to those beyond the age of 16 are currently the subject of a formal review by the government, which will be completed by the summer of 1999.

The main ages of transfer within the English education system are:

- 5, when compulsory education begins (though most children below the age of 5 are engaged in some form of early years provision);
- 11, when children transfer from primary to secondary schools; and
- 16, when education is no longer compulsory and young people must choose between:
    - continuing their studies at school,
    - continuing their studies at either a sixth form college or further education college,
    - moving on to a government-supported vocational training program or
    - taking a job which may or may not include training leading to a qualification.

In broad terms, the first two options are regarded as "academic" routes and the second two as "vocational" routes.

Although 41 percent of young people enter higher education at about the age of 18, a majority of participants in university in the United Kingdom are now 21 or older.

The ages of transfer sketched out above do not apply universally, as some parts of England retain a compulsory school system with three, rather than two tiers.

Admissions to schools in England are determined primarily by domicile, though some parts of the country retain selection by examination as a means of determining entry to secondary schools. Entry to colleges and universities is often, though not always, determined by performance in public examinations and in interviews.

Current Provision

For Young People

The Secretary of State, the schools and colleges all have legal duties to ensure that appropriate careers education and guidance are provided to young people.

Careers education, information and guidance services are provided free of charge to people undergoing education at school, in sixth-form colleges or further education, and to those who have recently left.

CIEG services for young people are concentrated in the years leading up to and immediately following the 16th birthday. Following legislation in 1997, secondary schools in England are now required to provide a coherent CIEG program for young people from the age of 14. Guidance from the Qualifications and Curriculum Authority advises schools on the aims and learning objectives of CIEG programs but there is no national curriculum for careers work as there is for academic subjects. An increasing number of schools, though still a minority, are using their discretion to provide some CIEG-related activities for pupils below the age of 14. All schools and colleges offer some CIEG services to students 16 and older who are in post-compulsory education.

The aims of careers education and guidance are to enable people to:

- understand themselves and develop their capabilities;
- investigate careers and opportunities; and
- implement their career plans.

In practice, careers education and careers guidance are interwoven. Schools and careers services work collaboratively, with schools taking the lead on the careers education program and the careers service leading to guidance at key decision points.

Careers education programs should enable young people to develop their knowledge, understanding and experience of opportunities in education, training and employment. Careers education should also enable young people to develop skills to manage their career throughout their working life and to support lifelong learning. These skills are primarily around decision making, action planning, negotiating and self-presentation.

Careers education, information and guidance services for young people encompass:

- enabling people to make appropriate educational and occupational choices at key transition points, based on relevant information about learning opportunities, jobs and the labour market;
- encouraging people to achieve relevant skills and qualifications at the highest level at which they are capable;
- guiding individuals in using their skills and qualifications effectively in their chosen occupational area; and
- facilitating the matching of individuals with particular opportunities in which they can develop their skills and potential.

The secretary of state's duty to provide careers information, education and guidance for young people is, in practice, discharged through a series of contracts with 66 local careers services. Most careers services are separate legal entities with boards of directors. Board members represent a variety of interests in the locality.

The United Kingdom is unusual in providing an additional careers guidance service for young people which is organizationally independent of the education system. The origins of this service lie in the local job placement bureaus which were set up in the major cities beginning around 1920. Over the years, such services spread gradually until most of the country was covered. The focus of the service was job placement until well into the 1960s. The new comprehensive schools established at about this time began to take increasing interest in careers education as a way of supporting their much wider range of students (in terms of both ability and social circumstances).

In recent years, however, the competition between schools and colleges for students in the post-compulsory phase has been seen by government to require a freely available, independent and impartial guidance service to advise students about their options following year 11. These career services are directly funded by central government. Their contracts require them to work closely with schools, colleges and other relevant organizations in the interests of their student clients.

Each careers service provides a vocational information, guidance and placing service which:

- helps young people reach well-informed, objective and realistic decisions about their employment, education and training;
- helps those leaving school or college, and those young people who leave training or are unemployed, to find suitable employment, education or training;
- ensures that pupils, students and staff at schools and colleges are aware of the demands that working life makes on people, and of the opportunities it offers them; and
- promotes equal opportunities.

Each careers service must provide its clients with:

- comprehensive and impartial careers information;
- advice and guidance when making careers decisions; and
- a service to refer and place clients into education, training and employment.

For Unemployed People

The Employment Service (ES), an agency of central government with a comprehensive network of local offices ("job centres"), is responsible for advising unemployed people about returning to the labour market and for placing them in suitable jobs.

Historically, ES has had a strong focus on facilitating the return to work of unemployed people as rapidly as possible, rather than on career development per se. More recently, however, the agency has been developing more comprehensive advice and support services for its clients. These are strongly associated with the current government's welfare to work programs, including the New Deal initiatives targeted at particular groups such as those 18 to 24 years old, lone parents and those with a disability.

A particular feature of the New Deal programs is the Gateway, an intensive period of advice and support offered to ES clients at the beginning of their entry to the relevant initiative. Advice and support in the Gateway are provided by a personal adviser, who needs to be qualified to a suitable level in the provision of careers guidance.

For Adults

Information, advice and guidance for adults have historically been provided on a local level by a very wide variety of organizations. The nature of the organizations involved varies greatly depending on the locality, but they typically include the local careers service, the Training and Enterprise Council, the local authority and a broad range of local and national community and voluntary organizations. Some employers provide an advisory service for their employees, and a variety of private providers meet the needs of fee-paying clients.

Adult guidance services have traditionally been funded from a wide variety of sources. Many receive the bulk of their funding from insecure and time-limited sources such as the European Union and local "all-service" regeneration projects. Other adult services are funded at marginal cost on the back of other activities, particularly the statutory provision of CIEG to young people.

On January 1, 1999, the government announced about £50 million of funding over three years for the development of local information, advice and guidance (IAG) services for adults. This was the first time national program funding had been made available for adult IAG services in England. The main impetus behind the initiative is the government policy to encourage all adults to become learners throughout life. The number of adult learners — and hence the market for information, advice and guidance — is expected to increase significantly over the next few years.

Under this initiative, services will be developed on a local level from the summer of 1999. The main features of the policy are:

- Local services will be free of charge at the point of entry.

- The priority for public funding is the provision of a basic information and advice service. Other services may be provided, but they may need to be offered on a fee-paying basis.

- New services will be built on the basis of what already exists.

- Delivery will be through partnerships, drawing together relevant organizations on a local level to deliver, as far as possible, a seamless service from the point of view of the customer.

- Services will be quality assured through a national accreditation body established with support from the government.

- Effective information and referral links will need to be developed between local partnerships providing information, advice and guidance and other relevant organizations.

A very successful national learning and careers telephone helpline called Learning Direct was established in 1998. Learning Direct received and dealt with around half a million calls in its first year of operation. The development of local IAG partnerships will provide an important complementary service.

Learning Direct will come under the operational umbrella of the new University for Industry (UfI). The UfI is a new public–private organization with a mission to promote lifelong learning through the most advanced technologies. UfI will operate in a variety of markets, but will also provide information, advice and support to learners through a national network of learning centres that it intends to set up.

Current Policy Issues

The main current policy issues related to career development services in England are arranged below under nine headings, with, in some cases, a brief explanation.

Structures

- What are the most appropriate institutional arrangements for the delivery of career development services to young people and to adults?

  This is an issue because of the review of the arrangements for the funding and organization of *all* education and training announced by the government for those over the age of 16.

- What is the best way of organizing the relationships between the various organizations concerned with career development, both at the national and local level?

  Different agencies concerned with related subjects do not always work well with each other at the local level. In addition, new policies have meant the creation of new institutions (e.g., the University for Industry) which will require new relationships to be forged on a local level.

Quality and Quality Assurance

- What is the best way of ensuring that publicly funded career development services provide a service of high quality?

  Because central government funding for adult services is so recent, new quality assurance arrangements are being developed and put in place. There is an issue about the extent to which those arrangements should apply to agencies which are already subject to other internal and external controls.

Funding

- To what extent should career development services for adults be supported by the taxpayer/employers/the individual?

  The initiative announced on January 1, 1999 provides for the establishment, with the support of public funding, of a basic information and advice service across England. Many local agencies may wish to offer a more comprehensive service to local people, though it is likely to be necessary in the short term to charge a fee for these or to secure alternative sources of funding. There is, nevertheless, an issue about the extent to which, in the medium term, public funding should be provided to support a more comprehensive service, perhaps for certain target groups.

Social Exclusion

- How should career development services address the needs of the most socially disadvantaged?

  Action was recently taken to refocus the work of the careers services on the needs of the most socially disadvantaged young people. But issues remain about the best way to work together with other support services for young people, to help those who are disaffected and excluded.

  For adults, effective career development services can have a particularly powerful role in "re-engaging" disadvantaged adults, acting as the first rung of a ladder back into learning or into the labour market. For such action to be effective, however, it often needs to be delivered through "outreach" — close to where people live and in an informal setting, rather than in an educational institution. Much effective outreach is conducted by small-scale community and voluntary organizations, which are closer to the people they serve and have more credibility with them than any public agency.

Staff Training, Development and Qualifications

- What qualifications should be expected of staff providing information, advice and guidance?
- What, if anything, should government do to support providers in the development of their own staff?
- Do careers services and providers of information, advice and guidance attract staff of the right calibre?

Technology

- How can career development providers best make use of new technology in the delivery of services?

  The U.K. government has adopted a target that all government business should be deliverable electronically by 2008. Information and communications technology evidently offers exciting possibilities to career development providers for new and innovative kinds of delivery.

Data

- How can career development providers most effectively share data about learning and work opportunities?

  Providing effective advice to clients about learning, work and the relationship between the two depends on good quality information about the opportunities available. A national learning opportunities database is being developed in England, and it is hoped that all providers will have access to this.

Branding

- How should adult IAG services be branded so their role and purpose is clear to the public?

  Most people in England do not know what "career development" or "information, advice and guidance" services are. The vocabulary used by practitioners obscures what they do. There is, consequently, a need for a clear brand identity for the service, perhaps accompanied by suitable publicity to ensure that its role and purpose are clear.

Key Issues for the Future

A short list of the key issues which may affect public policy on career development over the next 10 years might include the following:

- Acceleration of any of the current trends in the labour market tends to increase demand for career development, particularly an increase in the proportion of short-term or otherwise insecure employment.
- There will be increased penetration of the labour market — and at more senior levels — by historically underrepresented groups including women, ethnic minorities and those with a disability.
- Increased international mobility of labour may create a need for national career development services to take a wider international perspective about the opportunities available to their clients.
- Cheaper, more accessible and faster technology leads to increased levels of electronic interaction of every kind.
- Employer expectations will change with regards to the desirable qualities of employees and, in particular, shift away from emphasis on paper qualifications or vocational skills toward "generic" skills and competencies.
- More effective school education may lead to higher levels of attainment and higher expectations among school leavers.
- Demographic change could lead to, for example an increase in the number of retired people interested in participating in learning and seeking guidance about opportunities from local services.
- A significant change (positive or negative) in the public expenditure climate could lead to a reduction (or increase) in the public resources available to support career development services.

20. CAREER DEVELOPMENT SERVICES AND RELATED POLICY ISSUES: THE U.S. EXPERIENCE

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Context

In the United States, three levels of government influence the nature, structure and delivery of career guidance and counselling programs and services for children, adolescents and adults: federal, state and local governments (city councils, school boards and country officials). All three initiate policies and programs to meet the career development needs of their clientele. Sometimes, they work together. For example, federal legislation may provide funding to state and local governments which support local programming for career guidance and counselling. Sometimes, one level of government acts alone. For example, local school boards may create policies and provide funding to support the development and implementation of comprehensive guidance programs in their districts without support from federal or state government.

Various departments and agencies exist within each level of government that, by law or policy, may contribute to the nature, structure and delivery of career guidance and counselling programs and services. For example, at the federal level, the departments responsible for education, labour, commerce, health and human services, and defence may be directed by legislation to play some part in the education, and employment and training systems that support and deliver career guidance and counselling at national, state and local levels. Departments and agencies at the state level may play some required or voluntary role in providing career guidance and counselling programs and services at the state and local levels, and in determining who will deliver them and for whom they will be offered (i.e., unemployed persons, welfare recipients, persons with disabilities). In addition, federal legislation may require the establishment of state, regional or local boards for specific initiatives.

Several efforts have been made over the last 25 years to co-ordinate some of the activities and services that support the provision of career guidance and counselling to children, young people and adults. Of particular concern was the need to co-ordinate the delivery of career and labour market information among various federal and state departments and agencies. To accomplish this, the National Occupational Information Coordinating Committee (NOICC) and the State Occupational Information Coordinating Committees were established by the *Vocational Education Amendments* of 1976.

Subsequent legislation reinforced and expanded the primary mission and objectives of the national and state committees, with a growing emphasis on career development. In 1991, the NOICC Career Development Training Institute was established by Congress. Congress defined its purpose as to "train personnel in assisting students to understand themselves in the context of their career development, to be aware of the world of work, to understand the linkage between academic skills and work-related skills, and to make effective career decisions" (Lester, 1992).

Given the above, what can we say about the nature and structure of the systems that shape and direct the delivery of career guidance and counselling to individuals in the United States? Herr (1996: 16) described the system as an "uncoordinated mosaic." In other words, the system in the United States is largely decentralized, resulting in uneven provision of career guidance and counselling programs and services.

Having said this, it is important to remember that the constitution of the United States creates a natural tension between federal and state departments and agencies because of how it delegates authority. The constitution does not identify education as among those areas for which the federal government has responsibility. In instances where the constitution is silent, the responsibility lies with state and local government. So it is with education. Education is a state responsibility, not a federal responsibility. Yet we have certain mandates resulting from national legislation that must be followed at the state and local levels. Sometimes, state and local officials and practitioners see these mandates as intrusive, and sometimes they are seen as facilitative. A similar tension also exists between state departments and agencies and local entities. Here too, some state mandates are seen as intrusive while others are facilitative.

Current Provisions

In the United States, career guidance and counselling programs and services are available, albeit unevenly, to individuals of all ages and circumstances, through a variety of departments, agencies and boards at the state and local levels. Funding for these programs and services comes from federal and state legislation as well as local boards of education. Two federal acts (the *Workforce Investment Act* of 1998 and the *Carl D. Perkins Vocational and Applied Technology Education Amendments* of 1998), plus other legislation focussing on disabilities, rehabilitation and employment concerns, provide major support for the public network of career guidance and counselling programs and services in the United States.

During the last several years, attempts have been made at the federal level to consolidate many public programs dealing with employment and training. The *Workforce Investment Act* of 1998, for example, eliminates more than 60 smaller training programs and streamlines the requirements of the major grant programs that support training and related services, including career guidance and counselling for disadvantaged youth, adults and dislocated workers. Through this act, as well as previous federal Department of Labor efforts, one-stop centres are established that require state and local governments to offer the public a single point of access to federal job training and education programs. One-stop centres must make the following core services available to all adults, regardless of income or employment status:

- initial assessment of skills, aptitudes, abilities, interests and service needs;
- job search and placement assistance, including career counselling when appropriate;
- labour market and other information to support decision making, including job listings and the skills necessary to obtain these jobs, local occupations in demand and their skill requirements, the availability of support services and information on the performance of authorized training providers; and
- follow-up services, including counselling, for individuals placed in employment.

The work of one-stop centres and related federal initiatives has been buttressed by a growing number of innovative uses of the Internet to disseminate national information about educational and occupational opportunities, such as America's Job Bank, America's Talent Bank and America's Learning Exchange.

In public elementary and secondary schools, the concept of comprehensive guidance programs, including the provision of career guidance and counselling for all students, is rapidly taking hold (Gysbers and Henderson, 1994; Sink and MacDonald, 1998). Sink and MacDonald (1998) estimate that by the close of this decade, 34 or more states will have implemented comprehensive school guidance programs or will be in the process of doing so. This means that, increasingly, children and young people from kindergarten through Grade 12 in a majority of states are participating in career guidance and counselling activities and services through the guidance curriculum, individual planning and responsive services that are components of comprehensive guidance and counselling.

The importance of comprehensive guidance programs was affirmed in the *Carl D. Perkins Vocational Education Act* of 1984 and subsequently in the *Carl D. Perkins Vocational and Applied Technology Act* of 1990. In section 521(4) of the 1984 Perkins Act, career guidance and counselling were defined as follows:

> The term "career guidance and counselling" means those programs (A) which pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decision making, placement skills and knowledge and understanding of local, state, and national occupational, education, and labor market needs, trends, and opportunities, and (B) which assist them in making and implementing informed educational and occupational choices.

In 1986, the NOICC began a major initiative in the United States, in collaboration with leaders in the counselling profession, to strengthen and enhance comprehensive competency-based career counselling, guidance and education programs. That effort led to the establishment of the National Career Development Guidelines directed to developing comprehensive career guidance programs at all education levels. The guidelines are grouped into three categories: self-knowledge, educational and occupational exploration, and career planning (Lester, 1992). The Guidelines have been endorsed by major professional associations and adopted in more than 46 states, as well as in Canada and Japan. The Guidelines also are the basis for the career development standards of the National Standards for School Counselling Programs developed by the American School Counsellors Association.

Comprehensive guidance programs in the school make a contribution to the career development needs of our children and young people. For example, Lapan et al. (1997) found that students in schools with more fully implemented guidance programs reported that they earned higher grades, their education was better preparing them for the future, their school made more career and college information available to them and their school had a more positive climate. Similarly, Nelson and Gardner (1998) found that students in school in Utah with more fully implemented guidance programs rated their overall education as better, took more advanced mathematics and science courses, and had higher scores on every area of the American College Testing (ACT) college entrance examination.

Some form of career guidance and counselling activities and services are provided at most post-secondary institutions (post-secondary vocational-technical schools, community colleges and four-year colleges and universities). While their primary audience is their own students, many of these institutions also offer similar services to community members. More information is contained in the *Journal of Career Development*, Volume 25, Number 2, Winter 1998, a thematic issue titled "Expanding Career Service Impact in the 21st Century Through Innovation, Outreach, and Organizational Change." It describes career services at a large mid-western university being provided to students as well as adults in the community.

Providing career guidance and counselling activities and services is not only an agency or educational institution responsibility. Many companies provide career guidance and counselling, or career development as they might label it, to employees through their human resource development offices. There also are private consulting firms that contract with companies to provide career assessment, outplacement career counselling and in-house training to career service providers. Outplacement career counselling is provided as companies merge and downsize. Counsellors in independent practice often provide outplacement counselling under contract to companies. Frequently, independent career counsellors or counselling psychologists are hired by companies to work with troubled employees in employment assistance programs. Independent career counsellors or psychologists also offer services for fees to individuals considering career change, experiencing work adjustment problems or wanting to explore other career issues.

The education that career personnel receive ranges from formal training leading to a master's or doctoral degree at a college or university, to short-term training before beginning work, to on-the-job training. The National Career Development Association has conducted several analyses of the competencies needed to provide career guidance and counselling. These competency documents have been used as the basis for developing courses and experiential training experiences for career counsellors. Many professionals have expressed concern about accreditation for training programs and the credential process for practitioners. Accreditation of training programs is usually done through the Council for the Accreditation of Counselling and Related Educational Programs (CACREP) and the American Psychological Association (APA). Licensure is a state matter; therefore, each state decides whether or not to license psychologists or professional counsellors. The National Board for Certified Counsellors (NBCC) is a voluntary national effort to certify counsellors, including career counsellors, based on meeting certain requirements and passing an examination.

There is a myriad of informal training available, usually short term or on the job. Some of this training is augmented by information provided in hardcopy, software, video and Internet sources. In many agencies, little training is given to people who are providing career guidance and counselling services to clients. To respond to this lack of training, the NOICC is partnering with the National Career Development Association to deliver a 120-hour paraprofessional career development facilitator curriculum. A network of qualified trainers provides both face-to-face and Internet-based training. Career development facilitators are being certified through the Center for Credentialing and Education, a subsidiary of the National Board for Certified Counsellors. The NOICC also supported the development of the Improved Career Decision Making (ICDM) curriculum, which trains professional and support staff to help people use labour market information to make thoughtful, responsible and enlightened decisions about occupations and careers.

Current Policy Issues

The diffuse and decentralized nature of career development services in the United States is, at least partially, a function of a diffuse set of policy and legislative guidelines at the federal, state and local levels. There is no one policy on career development services. The policies and legislative guidelines emanate from various federal agencies and state governments as well as from the recommendations of quasi-governmental task forces and from standards formulated by professional organizations. Since neither federal nor state governments currently have major research initiatives designed to evaluate the impact of legislation or policies on career development services, policies and legislation are frequently influenced by "special interests" and professional groups. Thus, it is sometimes difficult to trace the origin of specific government policy and legislation because they originated in blue ribbon panels and advocacy groups outside of government. This reality is a function of the permeability of the political process in the United States by which policy and legislation is forged, deliberated and adopted. At every step of the policy development process, professional associations (e.g., National Career Development Association), persons outside of government representing consumers of policy and providers of services, as well as persons within government, can influence the course and content of policy and the subsequent legislation which often results. In this sense, policy is often a result of compromise between various forces committed to affecting specific outcomes.

A related policy issue is the political partisanship that frequently accompanies the formulation of federal and state policy. The two major political parties vying for government leadership at national or state level bring to their election on two-, four- or six-year intervals, different agendas concerning the important functions of government, the use of public resources, what groups in society are most vulnerable and need help through legislation, and how and by whom government goals should be met. In macro terms, the political agenda of whichever political party is in power will likely be influenced by current economic and social trends, for example, the rise of the global economy, the end of the Cold War, international trade status and the ability of the American work force to compete and be productive vis-à-vis the work forces of other nations. At a micro level, the provision of career development services becomes one, among many, possible processes likely to be useful in advancing a current political agenda, for example, assisting persons with disabilities or at economic disadvantage and on welfare to obtain the skills to become productive taxpayers, and helping persons dislocated from their jobs by the dynamics of international trade agreements or corporate reorganizations to be retrained for new and emerging occupations.

When career guidance and counselling programs and services are seen as part of the solution to helping persons choose, prepare for and engage in employment, these career development services become socio-political processes defined to advance a particular set of policy goals. Within such contexts, the expectations and language of career guidance and counselling may differ depending on whether career development services are seen as an independent method of achieving specific policy goals or as a component of a more complex program of interventions. In some legislation (e.g., *The School to Work Opportunities Act* of 1994, *Carl D. Perkins Vocational Education Act* of 1990) career guidance and counselling, are described as a program, which according to the Perkins Act of 1990, is organized and administered by certified counsellors and designed to assist individuals to achieve a set of specified outcomes (i.e., acquire self-assessment, career planning, decision making and employability skills, make the transition from education and training to work, etc.). Subsequent amendments to the Perkins Act removed the phrase "organized and administered by certified counsellors" but retained the concept of a career guidance and counselling program. Thus, while the importance of career development services continued to be advocated in this legislation, it diminished the importance of trained counsellors as the people who should deliver such services. This provided the opportunity for other professionals, not necessarily trained in career guidance or counselling, to provide such services. Other legislation, for example that of the Rehabilitation Services Administration or the Veteran's Administration, tends to be less specific about whether career guidance and counselling should be organized as a program with specific outcomes, but rather describes them as separate services that are important in combination with training, financial benefits and other interventions.

A related policy issue at the federal and state levels is the existence of many separate departments (e.g., Education, Labor, Health and Human Services, Defense, etc.). Each department has its own constituencies (e.g., students, workers, children, youth, families, persons with disabilities, persons in the military services, veterans) for whom they independently recommend policies and levels of funding. As new groups who need governmental support are identified, they tend to be assigned to specific federal or state departments and become the focus of different pieces of legislation. Virtually all federal and many state departments have some entitlement to provide career development services for children, youth or adults, or some specific population subset including those who are economically disadvantaged, Native Americans, migrant workers, the elderly, persons with physical and mental disabilities, unemployed individuals, those who have experienced a job dislocation, military veterans, welfare recipients and ex-offenders. As separate policies and legislation originate in different government agencies, they tend not to be co-ordinated with legislation that already exists or emanates from other federal or state departments. Therefore, the diversity of legislation that originates in separate federal or state agencies may inadvertently divide rather than integrate the policies that influence and support the provision of career guidance and counselling programs and services across populations. Even though they may be directed at the same population, for example, at risk youth, they may serve different purposes, and be provided by different practitioners, in different settings.

Current federal policy issues also can be cast in other terms. For example, career development services in rehabilitation or employment counselling settings in each state are decentralized extensions of federal policy, and money flows directly from the responsible federal agency to the state offices responsible for such services. Thus, career guidance and counselling specialists in employment and training, rehabilitation or veteran's affairs may work in isolation from specialists in other federally supported agencies having similar purposes and overlapping constituencies. For more than two decades, the NOICC has been the one federal organization charged with integrating career guidance and counselling services for children, youth and adults across the federal departments of Education, Labor and Defense. Unfortunately, in the past several months, the NOICC has been dismantled as a federal co-ordinating unit, as a result of a political agenda shaped both by special interest groups and support for consolidation of programs.

There is a further policy issue in educational settings. While the federal government has produced policies, legislation and funding support for career guidance and counselling programs and services in the schools, states are responsible for education. In most states, local boards of education are the final arbiters of the programs and services to be offered. Beyond established minimums in educational provisions, which differ from state to state, local school boards can define the availability of vocational education and training, career guidance and counselling programs and services, and related processes that will or will not be provided in a particular school district. In general, states and local communities can avoid accepting federal funds for specific educational or career guidance and counselling provisions, and thus avoid having to implement the policies and recommendations that such funds support. On the other hand, states can submit proposals to compete for selected federal funds for specific career guidance and counselling initiatives, but may not be selected to receive such services. For these reasons, the resources, availability and training of school counsellors, as well as the purposes of career guidance and counselling programs and services, can vary dramatically from state to state, urban to rural area and across communities. Thus, where students live and go to school has much to do with the comprehensiveness of the programs and services they receive. Depending on local school board decisions and funding provisions, some students can be disadvantaged by a lack of access to career guidance or counselling, while students in other locations have a comprehensive program of career guidance and counselling services available to them at each educational level and in the community.

Federal and state policies and legislation related to the provision of career services tend to be less comprehensive in colleges and universities. Although the *Higher Education Act Amendments*, for example, support the provision of career development services in colleges and universities, the impact is less apparent than the impact of professional policies and guidelines such as the *CAS Standards and Guidelines for Student Services/Development Programs* (1986) or the *CAS Standards and Guidelines for Career Planning and Placement* (1988). The Council for the Advancement of Standards (CAS) is a consortium of 21 professional associations in higher education that collectively devise and publish the standards and guidelines that recommend criteria for evaluating some 16 components of student services in colleges and universities, including components dealing with career planning and placement (Herr et al., 1993).

Somewhat similar are federal and state policies related to the provision of career services in the workplace. There are essentially no policy or legislative mandates requiring career guidance and counselling in workplaces in the United States, although, there are legislative provisions which affect the workplace. The *Americans for Disabilities Act* is intended to ensure that persons with disabilities are provided with appropriate opportunities and support services to be able to work, including career guidance and counselling. Other policy and legislation provides career development services in support of workers' retraining and career development as they are assisted to choose, prepare for and adjust to employment. Examples are the *Rehabilitation Act Amendments* through which persons with disabilities can access rehabilitation counsellors who engage in career counselling, job development, job readiness and job placement, which requires systematic relationships with employers. Another example is the *Workforce Investment Act* of 1998 (first enacted in 1982 and amended subsequently) which provides job training, literacy and skill training, and career development services to economically disadvantaged youths and adults and others who face serious barriers to employment.

Key Issues for the Future

Although there are many provisions for career guidance and counselling programs and services in the United States, they tend to be fragmented and uneven in their availability. They are not systematically co-ordinated or integrated and, frequently, they are not sustained across time, due to the dynamics occasioned by changes in political administration. There also are voids in the populations served. This context raises at least three key issues

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for the future: depoliticization, the life-cycle approach to policy and career service provision, and more comprehensive co-ordination and integration of services across settings and governmental levels.

Depoliticization

Policy, legislation and funding for career guidance and counselling programs and services for children, youth and adults in the United States are subject to a political and social agenda which is in considerable flux from one national administration to another, from one state to another and from one locale to another. In the future, sustained and comprehensive policy will be required to give direction and substance to the delivery of career guidance and counselling programs and services for all populations and across settings: schools, community agencies, colleges and universities, and work.

To provide comprehensive career development policy that is long term, that charts provisions to be implemented by career specialists in different settings, with funding systematically allocated by federal, state and local sources, requires a bipartisan, depoliticized approach. Unless this ensues, it is unlikely that a core of career development services can be formulated and sustained for all citizens in all regions of the nation. Such depoliticized support must provide for sufficient flexibility in the provision of services that can accommodate:

- an occupational structure in rapid transformation;
- the changing demographic profile of the work force;
- immigration and cross-national mobility in a global economy; and
- educational and organizational shifts related to the pervasive application of advanced technology in homes, schools and workplaces (Herr, 1995).

Life-Cycle Approach

As suggested by the Research and Policy Committee of the Committee for Economic Development (1985: 6), "public policy often tends to segment problems artificially by age group or subject matter." This observation seems to describe the current state of policy on career guidance and counselling programs and services in the United States. In contrast, a life-cycle approach to public policy in career services would identify where there are voids in public policy and where there are redundancies in the provision of career guidance and counselling for some populations. Such an approach would review and connect policies that are now fragmented, piecemeal and in need of modification. According to Herr (1995: 266-267):

> Such an approach to public policy would articulate the delivery of career counselling and career guidance services intergenerationally, based upon what is known about the salient needs for career maturity and adaptability from one life-stage to another. In essence, public policy would address the unique career guidance needs of

> children and youth as they explore and anticipate work, develop general employability skills and engage in career planning, would provide programs that facilitate the transition from school to work; would facilitate work adjustment, retraining, and career change; and would help workers to plan for retirement or reduced labor-force involvement as they age.... What would result from a life-cycle approach to career [services] is a matrix of areas for public-policy intervention that would connect life stages, populations, settings and other relevant policy initiatives.

Co-ordination and Integration of Services across Settings and Government Levels

In addition to depoliticization and a life-cycle approach, there is the need for co-ordination and integration of career services across settings and government levels. Public policy at the federal level must connect with public policy at state and local levels and vice versa. Similarly, as voids in public policy are identified and life-cycle approaches are considered, counsellors must be made available and their services must be co-ordinated. In any locale, counsellors in schools, employment services, rehabilitation agencies and other settings must take each other into account, and public policy must support the systematic integration of the skills each of these counsellors have, rather than divide and isolate these professionals. In this regard, employers and workplaces need to be seen as part of a continuum of career guidance and counselling programs and services, not separate from and unrelated to such provisions.

Action Steps

Based on the context in the United States and the issues discussed above, several action steps can be identified:

- Secure a federal grant to:
  - identify existing policy and legislative initiatives in career guidance and counselling programs and services at federal, state and local levels;
  - identify redundancies, discontinuities and voids in such support; and
  - recommend correctives by which to bring language, entitlements and action into concert.
- Secure a foundation or government grant to create a national forum to:
  - address the adequacy of public policy relative to a life-cycle approach to career guidance and counselling programs and services;
  - seek ways to achieve a bipartisan approach to such public policy; and
  - clarify the outcomes desired from such an articulation of public policy in career services.

- Analyze the current provision of career guidance and counselling programs and services by counsellors by settings, in order to inventory the available expertise and identify gaps.

- Synthesize available research about how the delivery of career guidance and counselling programs and services can be effectively articulated across settings and across a matrix of developmental and work adjustment concerns.

- Determine a core set of career guidance and counselling initiatives tailored to diverse populations defined by gender, age and special needs across the life cycle.

- Develop models of locally co-ordinated career guidance and counselling programs and services tailored to a life-cycle approach that includes the use of integrated services in all appropriate settings including schools and one-stop centres.

- Continue the international initiative of the National Occupational Information Coordinating Committee (NOICC) and the Educational Resources Information Center/Counseling and Student Services Clearinghouse (ERIC/CASS) to offer an online comprehensive system for storing and disseminating career resources by means of the International Career Development Library (ICDL).

- Determine the training needs of career counsellors and other career development specialists, and develop methods in residential centres or by distance learning to meet the training needs.

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21. SYNTHESIS

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This chapter aims to pull together some of the main strands that emerged from the papers in this volume and from the discussions at the Symposium. It draws substantially from the event, but also represents a personal commentary on the matters discussed. It first addresses the need for links between policy makers and practitioners, the rationale for policy interest in career development services, and the way in which this rationale is being strengthened by the current transformations in work and career. It then explores the potential roles of public policy in relation to career development services and ways in which the career development sector can influence the policy-making process. Next, it discusses a range of policy issues related to making career development services available to all, throughout their life. These include the nature of such services, where they are to be located and who is to pay for them. Finally, it reviews the need for stronger structures and processes to bring together career development practitioners with policy makers and other stakeholders, to address tasks of common concern, at both national and international levels.

Links between Policy Makers and Practitioners

Until now, remarkably little attention has been paid to policy issues in the career development field. With rare exceptions (e.g., Pryor and Watts, 1991; Watts, 1996), there has been no tradition of policy studies in the professional literature. Little attention is paid to policy matters in the training of counsellors and other career development professionals.

Yet the availability of career development services, and their nature, are strongly dependent on public policy. Governments, whether at the national, regional or local level, fund most such services, either directly or indirectly. The nature of such funding imposes constraints on the kinds of services offered and to whom they are made available. If the career development profession is to extend and develop its services, it needs to strengthen its relationship with policy makers. Conversely, policy makers who see career development services as a significant policy instrument need the support and understanding of practitioners to achieve their goals. If policy decisions are made without adequate consultation, they are unlikely to be implemented effectively. (See Chapter 18, the country paper from Spain.) Accordingly, stronger links are needed between policy makers and practitioners. Policy makers, including both politicians and their civil service advisers, need to develop a deeper understanding of the nature of career development work. Practitioners need to develop a deeper

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understanding of the ways in which policy is developed and implemented. Both sides need to take responsibility for initiating and sustaining this dialogue.

Rationale

The key rationale for policy interest in career development services is that they represent a public good as well as a private good. They usually are of value to the individuals to whom they are addressed. But, they also yield benefits to the wider society.

These benefits can be divided into three main categories. The first is *economic efficiency* in the allocation and use of human resources. It is argued, for example, that career development services can support the individual decisions through which the labour market operates, reduce some of its market failures and support reforms designed to improve its normal functioning (Killeen et al. 1992). It is also argued that such services are an important mechanism for linking learners to education and training programs that meet their needs and inspire their motivations, reducing drop-out rates and improving learning. Beyond this, it is argued that they link education and training systems to the labour market, optimizing the economic yield from governments' substantial investment in these systems. A major stimulus to the growth of school counselling in the United States was the Soviet Union's launch of Sputnik I and the recognition of the need to produce more outstanding scientists and technologists (Herr and Cramer, 1972). In the United Kingdom, a significant influence on policy was the link established by the Confederation of British Industry (1989) between career guidance and the "skills revolution" required to achieve international economic competitiveness.

The second benefit of career development services from a policy perspective is in fostering *social equity* in access to educational and vocational opportunities. Career development services can perform a valuable role in raising the aspirations of individuals experiencing disadvantage, whether as a result of gender, ethnicity, social-class background or disabilities. They can make such individuals aware of opportunities and support them in securing access to these opportunities. They can also reduce social exclusion, by helping young people avoid such exclusion and supporting those currently excluded to gain access to education/training and the labour market.

The third benefit concerns community and environmental *sustainability*. It is suggested, for example, that career development services should take into account the concept of "green guidance": creating awareness of the environmental impact of vocational choices, with their effects measured by an economic yardstick *and* by ethical accounting. (See Chapter 11, the country paper for Denmark and Chapter 14, the country paper for Germany.) It is also suggested that, particularly in economies which are not wage economies, career development services should encourage individuals to relate their choices to the capacity and sustainability of communities (Bezanson, 1999a, 1999b).

Within democratic societies, the balance between these sought benefits varies among political parties. Right-wing parties tend to attach more weight to economic efficiency, left-wing parties to social equity, green parties to sustainability. Policies reflect these differences. Savickas (this publication) quotes Considine's (1994) statement that policy represents, through the commitment of funding, an expression and clarification of public values and intentions. This inevitably produces some destabilization when governments change. (See Chapter 20, the country paper for the United States.) On the other hand, the fact that career development services can be positioned in relation to a wide variety of political agendas should make it possible to maintain a fair degree of continuity if those involved in influencing policy are sufficiently adroit.

Maintaining such continuity is arguably easier if a clear account is taken of the distinctive nature of career development services as policy instruments. This is because the services, viewed in policy terms, work *through* individuals rather than *on* them. In this sense, they are "soft" rather than "hard" policy interventions. At the heart of such interventions is the notion of the "active individual" — that individuals should be encouraged to participate in determining their role within, and their contribution to, the society of which they are part. In framing the way in which individuals are encouraged to address societal needs, the balance between economic efficiency, societal equity and community/environmental sustainability can vary. But if, in the end, the needs and wishes of individuals are given primacy, this provides a base for maintaining the continuity of such services.

The primacy of the individual's interests is commonly a core principle in codes of practice for career development services. There are practical as well as ethical reasons for this, not the least of which is that such services can only serve the public good if they retain the confidence and trust of the individuals with whom they are working. This implies a self-denying ordinance on the part of policy makers, who may justify public support for the services on the grounds that they serve public purposes but, ultimately, have to abnegate these purposes as the operating principle on which the practices of the service should be based. It is, in principle, a classic case of Adam Smith's (1776) famous dictum that individuals encouraged to pursue their own interests are led by an "invisible hand" to promote an end which is not part of their intention — the public interest — and to do so more effectually than when they intend to promote it. Perhaps, career development services represent Smith's "invisible hand" made flesh.

The above view of the provision of career development services presents a problem in relation to the policy significance likely to be attached to it.

Policy makers have tended to be interested in *structural* solutions to problems. Within this mind set, career development services tend to be viewed not as a direct *instrument* of policy, but more as a *lubricant* of such structural solutions. This may explain why such services may be "invisible" in the eyes of some decision makers. (See Chapter 12, the country paper from Finland.) This subordinate "lubricant" role is, however, important, and needs to be recognized as such.

In addition, there is increasing questioning of the conventional way in which policy seeks to answer problems solely through structures and systems, in the form of government interventions administered by government bureaucracies. Instead, governments are increasingly seeking to operate through enabling *processes*: working with, and seeking to influence, the enterprise and energies of many other people and organizations. The concern is to ensure public interests are met, where possible, through private actions, but influencing these actions so they collectively meet the long-term interests of all, rather than the short-term interests of the few (e.g., Osborne and Gaebler, 1992). Career development services would seem to fit well into this changed mind set. It potentially accords such services much greater significance in their own right.

Transformations in Work and Career

The argument for policy makers to pay more attention to career development services as "soft" policy interventions is linked to the transformations taking place in work and career. There seemed at the Symposium to be a strong consensus that the broad trend toward more flexible, self-managed careers is common to most advanced economies. The dominant model of career is no longer progression up an ordered hierarchy within an organization or occupation. Rather, career describes the individual's lifelong development in learning and in work. This model is, in principle, open to all. It means career development services are now concerned to help individuals not to *choose* careers, but to *construct* them. Individuals now have to develop their own "working identity connected to the dynamic of the work order" (see Chapter 16, the country paper from the Netherlands), exploring and constructing their self "as part of a reflexive process of connecting personal and social change" (see Chapter 12, the country paper from Finland; Giddens, 1994).

These transformations have massive implications for individuals, employers, communities and public policy. Welfare systems, financial-security systems (including pensions and mortgages), and education and training systems have all been built around the industrial model of career, based on secure male employment and standardized life cycles. All now need to be recast (Bayliss, 1998a; Watts, in press). A major aspect of this recasting is reviewing the role of career development services. Many individuals will need, and want, support at strategic points in managing their career development, which includes sustaining their employability through lifelong learning. Such support needs to be available to all, as and when required, throughout life. A substantial expansion of this support is needed, along with innovation in developing new forms of support (including exploiting the role of information and communication technologies). This is now a high-priority issue for public policy.

Policy Roles

The potential roles of public policy in relation to career development services fall into four categories: legislation, remuneration, exhortation and regulation.

Legislation

The role played by legislation varies among countries. In some countries, specific legislation is the essential precondition for action, while in others, legislation plays a more limited role. In the former case, the existence of legislation does not necessarily mandate action. In Argentina, for example, a law in which all the main aspects of guidance were considered was not promoted for lack of funds. (See Chapter 7, the country paper from Argentina.) Legislation relating to career development services is often concerned with a particular subset of such services, and commonly integrates consideration of these services with broader aspects of education/training or employment policy. Denmark appears to be the only country with specific legislation covering all career development activities, regardless of institutional setting. (See Chapter 11, the country paper from Denmark.)

Remuneration

The remuneration role may take a variety of forms. Some funding is provided directly from government to services; other is provided indirectly as, for example, where educational institutions are funded by government and are encouraged to devote some of this funding to the provision of career development services. Such *systemic funding* needs to be distinguished from *initiative funding*, which is usually provided on a short-term basis, seeking to encourage innovation and change.

Exhortation

Whatever its funding role, governments may seek to influence the nature of career development provision through exhortation. Such influence can be exerted in a number of ways, ranging from ministers' speeches to formal guidelines. It may include creating principled visions that command imagination and effort, and facilitating collaboration and partnership to implement such visions. Relatively small sums of initiative funding can often act as powerful incentives in this respect.

Regulation

In-some cases, governments may seek to intervene more strongly, through regulation. This is particularly likely where government is directly responsible for funding and can exert financial sanctions for non-compliance. Government may also, however, seek to regulate services funded indirectly — through inspection procedures, for instance. It can further, in principle, seek to regulate services provided on a market basis, by requiring licences to offer such services. Alternatively, government may be willing to delegate responsibility for this regulation to the career development sector itself.

The balance between these roles is likely to vary considerably among countries. There are also differences in the relative extent to which the roles are influential at national, regional or local levels. In several large countries — Australia, Canada and the United States, for example — national governments have limited powers in relation to the field of education, where many career development services are located. Policies at the state/provincial level tend, therefore, to be more significant. There is also a strong case for arguing that if coherent career development provision is to be developed on a lifelong basis, there needs to be strategies at the local level for bringing partners together and co-ordinating their efforts (Watts et al., 1997).

At the same time, there is a need to look at the role of international policies. The European Commission, for instance, has had a significant impact on career development programs in such countries as Ireland. (See Chapter 15, the country paper from Ireland.) There is a particularly strong case for developing international policies in relation to services that cross national boundaries — the quality of Web sites, for example.

One major difficulty with policy in the career development field is that it tends to cross administrative boundaries. In particular, it crosscuts education policy, which tends to operate within a social tradition, and labour-market policy, which tends to operate within an economic tradition. Where these two areas are closely harmonized, policy related to career development is likely to be given more significant attention and to take a more coherent form. Where they are clearly separated, such policy is likely either to be marginalized or to be incorporated in separate ways within the two distinct traditions. This can affect career development services, which tend then to become strongly segmented within the different sectors in which they operate.

An important question is whether it is better for policy to relate specifically to career development services per se, or to address them within wider educational, social and labour-market policies. Certainly where such services have a clearly important role to play in relation to structural reforms, for example, the Danish job-and-training rotation scheme — this can add significant "clout." (See Chapter 11, the country paper from Denmark.) On the other hand, such policies tend to segment services. It may be that supports for individual career development will be accorded sufficient importance to merit policy consideration in their own right.

Influencing the Policy-Making Process

If career development services are to be given stronger recognition by policy makers, the career development sector needs to give more attention to ways of influencing the policy-making process. As part of this, more evidence is needed on the economic and social benefits of such services. These might include cost-benefit analyses covering, for instance, impact on unemployment costs and on non-completion rates in post-compulsory education and training. Such evidence needs also to be marshalled and presented in ways that make it readily accessible to policy makers. U.K. examples include the National Institute for Careers Education and Counselling (NICEC) briefings on *Economic Benefits of Careers Guidance, Social Benefits of Career Guidance* and *Careers Work and School Effectiveness*.[1]

Relying solely on this kind of evidence is, however, inadequate. It assumes that policy making is a rational process, whereas in practice — as emphasized by policy makers at the Symposium — it is "messy and dirty," strongly influenced by balancing the interests of different lobbies, and "a lot happens by accident." Certainly, the evidence needs to be there, otherwise its absence will be used by opponents to undermine the case. The evidence is necessary, but not sufficient.

Attention needs to be paid, in particular, to harnessing the support of interest groups. It was noted at the Symposium that in Ireland in the 1980s, when a political decision was made to reduce funding for guidance services in schools, a concerted effort was targeted at parents to highlight the value of guidance for their children. It was also pointed out that in the United States, major changes in higher education have taken place as a result of self-interest advocacy expressed by students. In the United Kingdom, the support for careers education and guidance programs provided by the Confederation of British Industry (1989) has been influential. Trade unions, too, are becoming more interested in advocacy for career development services (Ford and Watts, 1997). The career development profession is likely to be more effective in the policy-making process if it can activate the interest and "voice" of these and other stakeholder groups. If it relies solely on its own advocacy, this can too easily be dismissed as self-interest.

In more concrete terms, five pieces of advice were offered by policy makers to career development professionals in the course of the consultation. One was "don't underestimate the press." Politicians and their advisers regularly scan the newspapers and it is important that they see evidence there of public interest in career development issues. The second was "the phone has to ring." There needs to be active pressure, preferably from individuals with some political influence. The third was "recognize the importance of personal experience." Policy makers are often strongly influenced by their own experience of career development services or those of their children. The fourth was "provide the sound bytes." Career development professionals need to translate their complex professional concepts into language policy makers can absorb and use, without distorting the underlying message. Finally, it was noted that counsellors, with their strong listening and communication skills, ought to be well equipped to be effective lobbyists in support of their work. They need to overcome their understandable and worthy, but misguided, ethical reluctance to use their skills for political, as well as helping, purposes.

Policy Issues

If career development services are to be available to all throughout life, careful consideration needs to be given to the nature of such services, where they are to be located, and who is to pay for them. Some services are likely to be education based, some employment based and some community based. Some will be in the public sector, some in the voluntary sector and some in the private sector. Some will be professional career development services, some will be part of wider service provision, some will be self-managed and some will be informal in nature. The balance and relationship between these various forms of career development support are likely to vary among countries.

It seems clear, however, that the traditional model of publicly funded professional services based within formal bureaucratic systems is not likely to be a sufficient model for the future. In Germany, the monopoly of career development services previously held by the Federal Labour Exchange Office has been broken, and new private and voluntary agencies are beginning to emerge, applying different approaches. (See Chapter 14, the country paper from Germany.) In France, innovative work with young people at risk has been entrusted not to the highly qualified guidance professionals within the education system, but to staff with limited training. Paradoxically, this means less-trained staff members have much more demanding tasks to perform. (See Chapter 13, the country paper from France.) There is a risk that if formal services are unable to adapt to the new challenges posed by flexible labour markets and the like, such services will increasingly be marginalized. On the other hand, if the resources and expertise available within these services can be applied in more flexible ways and within more diversified models of delivery, the services could make a strong continuing contribution to enhancing the quality of such delivery across the board.

The need for more diversified delivery models is evident in many countries. More account needs to be taken of where individuals actually go for help in relation to their career development — the role of public libraries, for example. Programs designed to provide access to career development services for disadvantaged communities are often most successful when they are located in community centres and include active outreach strategies and the use of "barefoot counsellors" (i.e., indigenous lay individuals). Such strategies should not, however, be viewed as negating the need for clear professional standards. To cover the wide range of provision they should encompass, these standards need to be broad and flexible, with some recognition of hierarchy (distinguishing basic from more advanced standards) but with at least as strong attention to diversity (acknowledging the appropriateness of different standards for different levels of delivery and for different settings).

An important issue for governments is what career development services they should seek to provide themselves, and what their role should be in relation to services provided by others. Some governments are seeking to establish a distinction between information and guidance in these respects. In New Zealand, for example, current policy is based on government ownership in the provision of career information, but with the establishment of a contestable market (i.e., multi-provider competition) for career guidance. (See Chapter 17, the country paper from New Zealand.) In the United Kingdom, the priority for public funding of adult guidance is the provision of a basic information and advice service; other services may need to be offered on a fee-paying basis. (See Chapter 19, the country paper from the United Kingdom.)

In relation to schools, three countries — the Netherlands, New Zealand and the United Kingdom — have adopted broadly similar approaches which have involved mandating career education within the curriculum, and then adopting different kinds of quasi-market mechanisms in relation to school use of external guidance services. In the Netherlands, this has included making funding available for schools to spend, initially with external services but, from 2000 on, as they wish. (See Chapter 16, the country paper from the Netherlands.) In New Zealand, it has involved some centrally funded services from Careers Services (a government agency) but also school-managed funding for additional services which can be purchased on a contestable basis from Careers Services or from private providers. (See Chapter 17, the country paper from New Zealand.) In the United Kingdom, support is provided through central government contracts with local careers services which are now separate legal entities. (See Chapter 19, the country paper from the United Kingdom.) It would be useful to conduct a transnational study of the relative effectiveness of such quasi-market approaches, in comparison with alternative models of service delivery.

Within education and training, career development services tend to be free to the end user, or incorporated in fees for the learning program as a whole. For other adults, however, there are issues about who should pay for such services. In most countries, governments have been reluctant to commit themselves to making career development services freely available to all individuals, on the grounds that this would involve writing an open cheque. Where services have been made available, they have tended to be targeted at particular groups — notably the unemployed — or to be given minimal publicity in order to restrict demand. If, however, policy makers decide it is in the public interest for individuals to use career development services, they will want to find a means of expanding such services without substantial budget increases.

This opens up the question of whether such services should be paid for, at least in part, by individuals or employers. In France, all employees are entitled to a skills review funded by their employer. The utilization of this entitlement has been low, because employees fear that seeking such a review may be interpreted by their employer as a sign of potential disloyalty. (See Chapter 13, the country paper from France.) In the United Kingdom and the United States, it seems that individuals are prepared to pay for career counselling, but, in general, only at levels which cover marginal costs rather than full costs: this does not enable a market to develop in which demand leads to expansion of supply. The advent in the United Kingdom of "individual learning accounts" as a mechanism for co-investment in learning (including guidance) shared by individuals, employers and the state, could provide a way of breaking out of this marginal-costs barrier to expansion, enabling the guidance to be paid for on a full-cost basis by getting employers and the state to supplement what individuals are prepared to pay (Watts, 1999).

If career development services are to be actively promoted to adults, more attention is needed to marketing these services. Evidence from recent market research in the United Kingdom suggests that many adults have little understanding of what guidance services can offer them and, not infrequently, have negative perceptions of such services based on bad memories of what was offered to them at school (Wilson and Jackson, 1998). Professional jargon can be an impediment here: simple descriptions are needed of career development that will be understood by consumers and by policy makers alike. More market research is needed on consumer perceptions and needs, along with clearer "branding" of career development services to communicate their existence and to enable customers to know what to expect from them. Such steps are likely also to have an impact on policy makers, who tend to be responsive to public interest and pressure. The move from a provider-driven to a consumer-driven culture will probably alter the nature of career development delivery in significant respects. Responses to consumer demand will continue to need to be supplemented by proactive strategies designed to make such services available to poor and disadvantaged communities.

It is important that career development services be available on a lifelong basis (including provision for the "third age"). The role of schools needs to be recast in relation to this model. Career education programs in schools should lay the foundations for lifelong career development. The career management skills developed by such programs should include how to access and use support from career development services in the future. There is concern in several countries that too much career education provision in schools is of poor quality, delivered by teachers inadequately trained for such work and with inadequate support in the form of quality standards, inspection mechanisms and performance measures. Such provision too often lead to negative impressions of career development services that dissuade adults from using them. Improvements in quality are crucial if lifelong career development is now to receive the attention it needs. In due course, more radical changes are likely to be needed in the structure and nature of schools in response to transformations in the world of work and related social changes (Bayliss, 1998b).

A final important issue relating to the future of career development services is the role of information and communication technologies (ICT). Here too, there is widespread concern about the quality of some of the services available, about the risk that ICT puts those who do not have the opportunity or the skills to access these services at a disadvantage and about the danger that policy makers will regard the availability of Web sites and computerized systems as a reason for reducing investment in services offering direct interaction with trained professionals.

Nonetheless, it is clear that ICT offers major opportunities for redesigning career development services, and improving their quality and accessibility. It is also likely to open up the market in relation to such services, as it has in such fields as banking. The career development sector needs to work with the ICT potential, seeking to channel it rather than resist it.

Structures and Processes

If these and related issues are to be addressed, structures and processes are needed which will regularly bring together career development practitioners (from all relevant sectors) with policy makers and other stakeholder interests (employers, unions, education and training organizations, community organizations, consumer groups) to address common concerns. These include developing a common language and understanding, strategic planning, developing and implementing quality standards and accountability/performance measures, both for practitioner competence and for organizational delivery, fostering partnership and coherence, promoting public understanding of the nature and significance of career development programs and services, and ensuring that all career development provision is addressed to meeting the needs of individuals.

The nature of these structures and processes will vary among countries. Already, there are a number of examples. In Denmark, the National Council for Educational and Vocational Guidance (RUE) brings together national education and training authorities, the social partners, women's organizations and career counsellors' professional associations, with a statutory responsibility for co-ordinating the field of career development. (See Chapter 11, the country paper from Denmark.) In the United Kingdom, the independent National Advisory Council for Careers and Educational Guidance brings together the guidance professional associations and key stakeholder groups, with government observers. In Canada, a series of leadership forums convened by the Canadian Guidance and Counselling Foundation agreed that a "leadership council" was needed to build bridges between career development practitioners and those involved in public policy. (See Chapter 9, the country paper from Canada.)

Elsewhere, organizations with narrower remits have been able to play valuable co-ordinating roles. In Ireland, the National Centre for Guidance in Education was set up by the government to improve guidance provision in education and has provided a focal point for innovation in the field. (See Chapter 15, the country paper from Ireland). In the Netherlands, the National Centre for Career Issues (LDC) was set up by the government to provide support to, and promote innovation in, guidance services in all sectors. In the United States, the National Occupational Information Co-ordinating Committee (NOICC) and the State Occupational Information Co-ordinating Committees (SOICCs) were established to co-ordinate the delivery of career and labour-market information, but have developed wider roles. These have included developing national career development guidelines identifying the career development competencies to be achieved at all education levels. (See Chapter 20, the country paper from the United States.) Government funding for the NOICC is now coming to an end, leaving a vacuum which will need to be filled if such co-ordinating work is to be sustained and developed further.

The need for such co-ordinating bodies is also evident in several countries where they do not exist currently. In addition, since the issue of career development is now of global significance, and is linked to the global movement of people and resources, stronger structures and processes are needed at the international level. This will make it possible to share experience and good practice relating to policy, innovation, research and career development practice: the adaptation of the U.S. National Career Development Guidelines in Canada and Japan provides an existing example of what can be achieved. (See Chapter 20, the country paper from the United States.) It will also make it possible to harness the support of international organizations such as the European Commission, the Organization for Economic Co-operation and Development (OECD) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), and to support equality of opportunity across nations. The International Association for Educational and Vocational Guidance (IAEVG) potentially provides a valuable focus for such development, but its work needs to be extended to develop a stronger policy dimension, with enhanced links with policy makers at national and international levels. The consultation recorded in this volume has been a promising first step to developing the required structures and processes.

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Endnote

[1] These works are all available from the National Institute for Careers Guidance and Counselling, Sheraton House, Castle Park, Cambridge CB3 0AX, England.

22. SYMPOSIUM PROCEEDINGS

Lynne Bezanson and Bryan Hiebert (Canada) Facilitators
Tony Watts (United Kingdom) Rapporteur

The four theme papers prepared for the Symposium served as an organizing framework for discussions. The theme papers were as follows.

- **Preparation for the World of Work** focussed on research and public policy pertaining to the availability of work, the ways children, youth and adults are prepared for work, including transition services, job training, education, public awareness, the construct of work itself and the roles of education and employers.
- **The Impact on Career Delivery Services of Information and Communications Technology** focussed on research and public policy pertaining to the delivery of career development and guidance-related services in the future, including who is entitled to career development services, mode of delivery, criteria and standards for service delivery, how services are evaluated and the impact of technology on traditional program and service funding.
- **Connecting Career Development and Public Policy with Counselling Process Issues** focussed on expanding the boundaries of both public policy and counselling process to more effectively assist individuals in making successful transitions from adolescence to adulthood, from one job to another, from unemployed to employed, from employed to retirement, and from high school or job to higher education.
- **Career Development and Public Policy: The Role of Values, Theory and Research** focussed on the key issues, conceptual models and political philosophies underlying career development and guidance-related services.

The agenda for the symposium maintained a balance between providing information and creating opportunities for discussion. The first two days were devoted to setting the context and clarifying issues. Each half-day began with a presentation by one of the theme paper authors. Then, three country teams were given 10 minutes each to highlight important points in their paper, link ideas in their paper to ideas from other countries, or discuss points in the theme paper that might improve career services in their country. This was followed by brief commentary from the rapporteur. Each group of presentations was followed by a short question period to clarify points from the presentations or issues from the paper that were not in the presentation.

Participants then divided into small discussion groups. Each group comprised people from different countries and a mix of policy makers and career development professionals. Group facilitators were asked to encourage a tone of proactive action planning in the discussion, looking to the future while being informed by what is happening in other countries and the visions painted in the theme papers. The day ended with a report back from each group facilitator, followed by open discussion. Summary comments from the rapporteur concluded the day. The third day focussed on creating a vision for the future that reflected the major policy and program planning elements that had emerged from the first two days. The goal was for the Symposium to create an international action plan that contained national follow-up action components.

The prevailing opinion during the symposium was that the discussions provided a rich and concentrated exchange of ideas. An edited synopsis of the presentations and discussions is provided so readers might get a sense of the dynamic flow of ideas. In the general discussion sections of the proceedings; individual participants are not named; however, the text remains as close as possible to their original comments.

DAY 1

Lester Oakes (New Zealand) opened the symposium on behalf of the Co-ordinating Committee by welcoming participants. Then Susan Scotti, Director General of Human Resources Development Canada (HRDC), brought greetings from Canada and HRDC. Lynne Bezanson, co-facilitator, outlined the structure of the Symposium highlighting the objectives and anticipated outcomes (as mentioned in the introduction to this volume) and indicating how the Symposium was organized to facilitate those outcomes. Participants were invited to consider what would be personal indicators of a successful symposium and encouraged to think toward Day 3 when the focus would be on drafting an international vision for the future, identifying collaborative initiatives and articulating action steps.

Synopsis of Theme Presentation on Preparation for the World of Work

Work is a fundamental concept in all cultures; however, the content of work and the nature of work vary greatly across nations, as does the meaning that work has in the lives of individuals. Thus, preparation for work needs to involve the development of a broad range of personal attributes (e.g., self-confidence, valuing one's chosen work, honesty, reliability) and general skills (e.g., punctuality, job search), in addition to job-specific competencies. The end point of this preparation is employability. Employability is the learned capacity of a person to engage in work. Employability may or may not result in employment, depending on the availability of jobs.

Employability and the preparation for work are affected by the major social and economic trends happening today. These trends create a dramatic change in the structure of work. Increasingly, people are moving toward "protean careers" where career mobility is conceptualized in terms of horizontal movement and expanding personal competencies, rather than vertical growth.

In light of the above, the role of schools in preparing students for work is changing. A debate continues as to the relative importance of education and employability training in a school's mandate. Perhaps a more central issue concerns finding ways to make schools more career relevant.

New Zealand Synopsis

New Zealand has an integrated system with flexible movement throughout. Individual responsibility for career development, transition, "upskilling" and lifelong learning is emphasized. The government role is to facilitate relationships between stakeholders, ensure that high quality information is available, provide financial support for participation in education and ensure education is of adequate quality. Subsidies for study are available to all. There are four key issues relevant to career information and guidance that the New Zealand team tabled for consideration.

- **Credibility.** Research and hard data demonstrate convincingly the need for funding support, especially in delivery gap areas (i.e., rural).
- **Accessibility.** Kiwi Careers <http://www.careers.co.nz/ index.htm> has been a major step toward ensuring wide accessibility. Kiwi Careers is an integrated Web site, funded by government and, in principle, universally accessible. In practice, more awareness is needed and more promotion needs to be done. Access to the technology through a range of access points needs to be addressed.
- **Impartiality.** The tertiary (post-secondary) sector has opened up significantly in New Zealand due to government funding of tertiary education and training. A concern is that educational institutes have a vested interest in attracting or retaining students and this poses a risk to the provision of impartial information.
- **Quality.** Schools have no standards with respect to the quality of guidance provision. While career education is mandatory, and funding is provided, schools do not have accountability measures to ensure funding is allocated to career information and guidance. Also, competencies of guidance counsellors and careers advisers are not standardized.

Argentina Synopsis

A key question to consider is "what is work?" In Argentina, work is still defined as a chore required to earn income. Unemployment is high. The guidance system is fragile, with no structure or legislative support, insufficient resources and inadequate educational budget (3.9 percent of the national budget). The inadequate budget is the primary difficulty. Regional disparities exist throughout the country, and there is a significant (20 percent) school drop-out rate. There is a need to increase the quality of education and to infuse career guidance more adequately throughout the system. There are many professionals (psychologists, psycho-pedagogues and psychiatrists) with responsibility to prepare citizens for work, but inadequate systemic support for them. There also is insufficient specialized preparation for career development professionals. Access to guidance services is difficult. The need for adult services has only recently been recognized. A question to consider is whether there is a threshold of education or wealth that needs to be met before it makes sense to do career development, or is career development part of the solution (i.e., a way of reaching the threshold)?

Rapporteur comments

The Argentina situation is illustrative of many countries, characterized by the enthusiasm of individuals, but inadequate systemic support. While legislation often exists, there is a general lack of funding support for its implementation. A fundamental issue is "what case can be made for enhancing guidance and career development services in less financially developed countries?"

Ireland Synopsis

In Ireland, the delivery of career guidance is strong in the education sector, but relatively weak in the labour market sector. At the same time, a thorough review of government papers demonstrated a complete lack of policy documents related to guidance in the education sector. No legislative records could be found to trace the development of career services. It appears that most initiatives related to career guidance have been developed on an ad hoc basis. This is also true for initiatives related to labour market services, trade unions and employers. The Ireland country paper is the first step in filling a gap in this area. The following challenges still need to be considered:

- There is a need for a coherent policy framework across the education sectors and between education and labour market sectors.
- There is a need for a national framework delineating the roles of different guidance practitioners, requisite training, qualifications and consistent standards.
- Effective information technology to provide meaningful career information is needed.
- There is a need for a stable and adequate funding base to ensure meaningful provision of guidance programs and services.

In Ireland, it has been a "bottom up system" with the drive for change coming primarily from practitioners. Training and internal policies have been developed and implemented by the professional association, in many ways bypassing the policy makers and professional psychologists. The strength of the profession has rested in the self-reliance of the association, its innovation and grass-roots initiatives in the field.

Rapporteur comments

The inherent tension between education and labour market authorities is a shared issue across many countries. This has enormous policy implications. In the Ireland country paper, the National Centre for Guidance in Education (1995) is described. It has been supporting innovation nationally. As a result of Ireland's national centre, civil servants pay attention to practitioners. A number of countries have similar bodies that serve to bring together practitioners and policy makers. Where they don't exist, perhaps they should be considered.

Open Discussion

The prevailing themes arising from the discussion that followed these presentations are summarized below, along with a synthesis of points made in the discussion.

Each country talked about the lack of money as a major impediment. The questions were posed: "How can we demonstrate a return on investment for career development? Have any countries had success in achieving this?"

- It can be useful to look at non-completion rates in higher education. In Ireland, most young people stay in school (82 percent stay to 18 years of age, 85 percent transfer into further education). The non-completion rate in higher education is rather high, however. Recent research has demonstrated that non-completion is costing the country £35 million to £50 million per annum. With these statistics, it is possible to demonstrate the cost benefit of guidance as a tool to decrease non-completion rates.

- The low job-hopping rate has been used as an indicator in China, where the value of guidance is shown by decreased rates.

- Some concrete examples exist in the United States. In Los Angeles, having counsellors in schools has reduced student violence. Also, national drop-out rates have been reduced as a result of providing career services.

Connecting students to opportunities

How can counsellors and teachers access current labour market information in order to know about growth areas (and, therefore, be able to assist students in connecting with appropriate opportunities)?

- In Ireland, there are four key sources:
    - newspapers (two national dailies have current and accurate weekly information about the labour market);
    - the Department of Enterprise, Training and Employment (publishes forecasts which are somewhat bureaucratic and not widely used);
    - feedback from education directors (collect and distribute information regarding where graduates find employment); and
    - industrial authorities (offer training for guidance practitioners about job growth and skills shortage areas).

- Supply and demand information is not a panacea. Often, it is not perfectly predictable and is easily misinterpreted. For example, high growth in areas of low base activity results in few job openings.

- "What's hot–What's not" risks oversimplification and ignores many regional and cultural issues. A risk of focussing on "what's hot" is that once the public learns the information, everyone is onto it and it may no longer be hot.

- There is a general lack of systematic occupational outlook information. Canada and the United States are leaders in this area, but most countries don't have usable information.

What career development outcomes make sense in non-wage economies?
In northern Canada, paid work in the traditional sense is an inadequate indicator. Outcomes such as productive choices, levels of activity and contributions to community make more sense. The meaning of work and the increasing demands traditional work is making need to be better understood.

Challenge of influencing at the political level

- In Ireland, a concerted effort to engage parents as lobbyists/advocates for guidance has been successful. Practitioners have also advocated with trade unions.

- The United States suggested that a template of model career guidance legislation, which could be tailored to different national contexts, might be useful. Models may assist to move the agenda.

Synopsis of Theme Presentation on the Impact on Career Delivery Services of Information and Communication Technologies

There is an increasing demand from consumers for technology-based career services. However, there are many issues associated with this demand:

- What is the driving force — careers guidance or technology? For maximum benefit to careers guidance, there needs to be a guidance theory base to the technology or the Internet site, not a computer theory base.

- Equity and access concerns prevail. Less affluent areas have reduced access to technology-based services. There is a risk of widening the gap between rich and poor if there is an over reliance on technology in careers guidance. At the same time, technology can improve access to guidance at a distance, overcoming geographic isolation or lack of transportation. Technology can exclude and include.

- Service providers will need to become more comfortable using technology, and more comfortable with clients using the technology in a self-directed manner. Realistically, clients have access to abundant information, and "kitchen table" career advising is bound to become more frequent. What is needed is a way to sort what issues are and are not appropriately helped by computer-based services.

- Client self-use creates a whole set of issues around quality. Several organizations have created quality standards for Web-based information, but there is no enforcement mechanism. The public needs to be educated about the existence of these standards and encouraged to become critical users capable of scrutinizing information for accuracy, bias and reliability.

- In educating consumers of technology-based career information, it is important to emphasize that the data provided through technology only become information when connected to a user's mind and heart. Meaning is constructed by the user, not the software.

- Practitioner training needs to focus on increasing practitioner comfort with using technology, both for themselves and with clients. We need to acknowledge the fear of practitioners and train them to integrate their human skills into a technological environment. Career practitioners can become the human conduit for shaping and interpreting information and making meaningful connections.

Canada Synopsis

The Canadian context is characterized by rapid globalization of economies and markets, resulting in more complex and unpredictable futures for youth and others trying to enter the labour market. There have been significant role shifts between federal and provincial/territorial governments and among government-sector bodies. For example, adult career counselling services are shifting from federal to provincial bodies. There also have been changes in funding and governance across all systems. One result is more emphasis on individual responsibility and the need for career self-management. Education is increasingly emphasized as the "secret" to securing a good future. However, this increased demand for education comes at the same time as funding is being constricted. There is pressure to better define career development and to make its delivery structure more coherent. There is no national delivery system. Presently, career development is organized around three main delivery systems: career education, career counselling and employment counselling, but the delivery system is fragmented.

What has Canada been doing?

- In Canada, we have developed a significant number of partnerships between business and industry to focus attention on the connection between school and work.

- We have an extensive collection of quality resources developed over the last several years, through partnerships between federal and provincial governments, universities, educators, individual researchers and non-profit institutions. Examples are the Real Game Series, Career Prospects and the Creation and Mobilization of Counselling Resources for Youth (CAMCRY) initiative.

- National standards initiatives are under way for both practitioner and client competencies.

- The education system in Canada is within provincial jurisdiction. It is also a "soft" system (in which individuals make choices as opposed to the system mandating set routes). In general, career development has been undervalued and outside the mainstream curriculum. There is increased value being placed on career development curriculum and efforts to fit career development into the education agenda.

Challenges that need to be addressed

- We need to recognize and deal with the tension between practitioners and policy makers. Why does this tension exist? Does it need to continue? How do we motivate practitioners to face those systems/ institutions that don't value them? National debates on social and economic issues never include career development themes.

- How do we move to a more coherent and linked career development system? There are serious gaps, especially students going directly from school to work and adults who do not meet criteria for free services.

- We need to focus on accountability. What are the key elements that determine the public's satisfaction with career development services?

- We need to develop better educational strategies to help teachers value career development.

Rapporteur comments

It is worth noting the role a national body can play in supporting a co-ordinated structure. In Canada, the Canadian Career Development

Foundation is a national body positioned to advocate and play this role. Where there isn't such a body, it's much more difficult.

Finland Synopsis

Traditionally, Finland has had a relatively centralized system, but this is changing. For example, many schools are now setting their own curriculum based on national guidelines. Today, two major guidance systems function in Finland: the educational system and the vocational/employment system (with some private providers). Generally, services are offered free of charge. There is some co-ordination between these systems, but they generally depend on local activity/individuals for implementation. Key issues for the future include the following:

- In the transition from school to work and the relationship between education and employment systems, who is responsible for assisting youth and for supporting them in their integration into the workplace culture?
- We must prevent social exclusion for young and old alike.
- Is accessibility of the counselling system transparent from the perspective of those needing services?
- Lifelong learning also means lifelong guidance and counselling.
- How do we raise the profile of counselling and guidance in the eyes of decision makers?
- We need to better define the objectives of evaluation.
- We need to focus on effective use of information technology.

Rapporteur comments

Social exclusion is an important shared issue. Finland is somewhat unique in that it has a strongly professionalized group *both* in education and in employment. Should we consider their model for application elsewhere?

China Synopsis

In China, there is a philosophy that schools and universities should be responsible for career and employability training. Thus, employers are increasingly working with teachers. Two programs at Hong Kong University focus on employability, which is defined as transferable skills and job-finding skills. China is also developing a list of employability competencies and examining how these competencies can be integrated into learning, so education is not just knowledge-based. Students are required to produce evidence of their competencies. Students report every two months to a teacher/mentor, and their competency portfolio is reviewed by their peers and teachers. If they do not complete this portfolio assessment, they do not graduate. However, the emphasis is on completion, not quality.

Drawbacks in China include a strong focus on the economy, and much less on the emotional and psychological impact of career development programs on individuals. China has no career development policy framework; rather, it depends on enthusiastic individuals. The government recently has made it a priority to build a system for delivery of career development services and will be actively seeking expertise internally and internationally to assist.

Rapporteur comments
The notion of individual choice as a capitalist vice is an interesting one. China has gone through a massive transformation and is one country with two systems. It raises an interesting question: To what extent should career development professionals involved in service delivery (teachers and guidance practitioners) be expected to deliver management skills and employability skills?

Open Discussion
The prevailing themes arising from the discussion that followed these presentations are summarized below, along with a synthesis of points made in the discussion.

Access and demand for services

- Access to service is an important issue. The general reduction of career counselling services, coupled with an assumption that technology will be a substitute for service, is a major concern that is not being debated (Canada). There are many assumptions being made regarding people's self-reliance and their capacity to benefit from technology. We need to identify what core career development services look like and be rigorous in studying the actual learning which results when services are delivered using different modalities.

- The flip side is who's complaining about the access question? The public in Canada is not really up in arms about the lack of career development services. If it were, there already would have been a political response to it.

- The public doesn't always have a voice for complaints. Often, it's those who are marginalized and at risk of social exclusion that need services most. This group is least likely to have a way to voice complaints.

- It is easy to use technology as a way of overlooking access problems. England has just launched a substantial funding initiative for the guidance of adults. The decision was made, however, exclusively on resource grounds. As a result, there is greater emphasis on information than on guidance. There has been no cost-benefit analysis.

- There are many people who could benefit from service but they don't know it exists. Research in the United Kingdom on the barriers to guidance has demonstrated that there is a lack of understanding regarding what guidance is and what it can do. A major barrier is the professional jargon we use. It gets in our way when we try to increase the profile of guidance with politicians and with the public. It also gets in our way when working with clients. There is a hidden market for guidance: many people could benefit but do not know what is there. Demand cannot be clear when consumers do not know what is available.

- Career development services focus on the supply side, but what do we understand of the demand side of this sector? It might be useful to ask: What do people see as their guidance needs? What do they see as their role in guidance, and what do they need to do before they can even ask appropriate questions? What do consumers consider to be "good" guidance?

- Students are a huge consumer group. We have not paid attention to them as a constituency. In the United States, major changes in education policy and curriculum have resulted from student activism.

Policy/practice gaps

- The provincial government in British Columbia (Canada) has mandated career development curriculum in schools. Implementation, however, has been a disaster because policy was ahead of infrastructure. Teachers have not been adequately trained to deliver the curriculum. As a result, career development in the schools has lost credibility. Because it was so poorly delivered, people have concluded that guidance is useless.

- On the supply side, citizens (United Kingdom) are expressing a need, but facilities are not in place to respond. In many sectors, people have found alternative mechanisms for the supply side. One example of this is in Helsinki, where a newspaper network, not practitioners, has met the need by sponsoring the development of career services. They think it will help to sell newspapers. The newspaper Web site offering career counselling and guidance <http://www.careerstorm.com> is only a few months old and, therefore, evaluation results are not yet available. Delivery is not the exclusive domain of practitioners. The fundamental issue is quality. If an outside group (like Finland's newspaper) can meet the need and deliver quality service, then more power to it!

- The policy/practice gap is an issue in elementary and secondary education. The introduction of new curriculum is difficult (as is in-service training) because such policy rarely brings additional resources with it. Rather, educators are expected to deliver career curriculum in addition to what they're already doing. Career development needs to be accepted as valuable in the same way as academic subjects.

- The recognition of career development as a distinct specialized area is critical in education and often overlooked.

- Part of the difficulty has been inadequate training and inflexible work practices. In education, classroom time is the only time considered "real work." Therefore, in-service training gets reduced. Training needs to be viewed as part of the regular work cycle.

- Career education for adults has been in place for the last nine years in France, where all citizens share the right to free access of comprehensive career counselling. It is widely accessible to anyone who seeks it. But, workers are not accessing services; they fear that if they do, their employers will consider them disloyal.

- Students in the school system are being tested at grades 3, 6, 9 and 12 in Ontario (Canada) through provincial examinations. The purpose is to ensure quality standards. Schools are highly motivated to meet these standards. Those areas that aren't tested, such as career guidance, won't be emphasized and won't be funded. If guidance is not tested, we may miss the boat.

Discussion Groups

Working groups were then formed and invited to discuss the following issues and prepare a report back to plenary.

Discussion Questions

Country Paper Presentations

1. What are the strengths in policy and practice that are moving the countries who presented in the right direction?

2. What are the challenges that are acting as barriers for these countries?

Theme Paper Presentations

1. How are we currently responding in policy and practice to this theme?

2. What are the implications for future collaboration both nationally and internationally?

3. Is my country a resource to others in terms of this theme?

Report Back from Discussion Groups

The following comments summarize the salient points arising from small group discussions. They have been grouped into common themes.

Educating the Public about Career Development

- We are weak advocates and do not "tell our story" or "sell" our worth.
- Common and clear language is needed.
- It is more than information, it is educating people to be critical users of career services, however they are delivered.
- At the political level, we need to translate our models into understandable, meaningful, sound bytes to get political attention and priority.

Influence and Accountability

- The evaluation of guidance initiatives is difficult. Initiatives are often "here today and gone tomorrow." Sustainability is an issue. Many initiatives stop at development and are not integrated into delivery systems.
- A shared stable model for career development would support stronger evaluation. Accountability for outcomes is crucial for credibility.
- More research on effectiveness of interventions and ways to communicate this research to stakeholders (politicians, funders, consumers) is needed.
- We need to "operationalize" quality in a way that meets the needs of stakeholders.
- The phone has to ring. Those with policy influence must be interested in, or made to be interested in, career development. In Ireland, parents and trade unions have become influencers for career services.

Policy Issues

- Social inclusion is a powerful tool to change policy.
- Policy directions are clearly connected to values in society. The value society places on the need for career development will drive policy development.
- Templates for policy, action and legislation would be excellent tools. Forums, such as this, could develop such templates for adaptation/adoption.

- Accessibility needs to be clarified. Who should receive publicly funded career services? Using technology wisely to contribute to career development processes must be mastered. Ethical concerns are raised when providing unmediated, unevaluated technology.

Infrastructure

- In Canada, HRDC, which functions below the political level, is responsible for much career development progress. Given the lack of political support generally for career services, is a model such as HRDC preferable?

Rapporteur Summary

This has been one of the richest professional debates I have ever attended. Part of this depth may be due to the fact that we spent time getting grounded in each others' structures. Policy is not boring, it is central to our field. Practitioners cannot achieve their aspirations without the support of policy and vice versa. We need to focus on understanding the structures that influence policy. Organizations such as the Canadian Career Development Foundation and the National Occupational Information Coordinating Committee in the United States should exist in all countries. Initiatives such as those devoted to ensuring quality standards can only be achieved through such bodies.

The role of policy varies considerably: legislation, systemic funding, initiative funding and regulation. These are all key issues that need to be unstitched. How do we get into the process of influencing policy? How do we articulate effective sound bytes? Can we find ways to tap into policy makers' own personal experience as parents? How can we get advocacy groups working on our behalf? If we try to do it all ourselves, we may be seen as advancing our own needs, whereas other stakeholders can be a much more powerful voice.

Educational guidance is often poorly delivered, and this is bad public relations regarding the need for guidance. How do we address the lack of training for teachers and the systemic barriers, such as the lack of performance measures for guidance-related school performance? If we believe that the notions of work and career are fundamentally transforming (and we need to test this assumption), we have to acknowledge that there will be a massive increase in demand for services that assist citizens in becoming more self-reliant managers of their careers. We need to educate potential users of services about this. Our frame of reference needs to be broadened beyond employment. What are the respective roles of the various sectors involved in provision of services? Who is to pay for it all? Information technology is important, but it doesn't provide the whole answer. The example from France is illuminating. If employees feel employers will question their loyalty, they won't use the services. How do we market what we do as a possible solution to the massive changes we're currently facing?

DAY 2

Synopsis of Theme Presentation on Connecting Career Development and Public Policy with Counselling Process Issues

A case study was presented to illustrate three key factors in the counselling process that have policy implications.

- **Define the problem.** Counsellors need to expand the way they think of problem definition. There can be considerable disparity between what counsellors and clients perceive to be the issue. Counsellors can readily retreat to comfort zones based on what we have to offer and our need to do something rather than to understand the issues fully before acting. Problem definition must include personal factors in addition to traditional employability dimensions. This requires other ways of tapping client experiences that underlie a client-centred and holistic approach. It involves also, policies that support working with people holistically, including broad issues, such as self-worth and personal meaning, as well as employment.
- **Affirm the dignity of the person.** Counselling must affirm personal dignity. Clients need to feel like they matter. Counsellors need to approach this in different ways for different clients in order to address unique aspects of each client's experience. Counselling policies frequently do not affirm, do not acknowledge that unemployment is, for many, unavoidable, and do not consider the changing labour market, the importance of relationship building and the challenges of diversity.
- **Imagination, creativity, and flexibility.** Counsellors need to be reframing agents and to help clients become active, flexible and creative reframers of their own experiences. Career planning and decision making in a rapidly changing labour market require more than traditional linear approaches. Policy needs to support creativity and personal flexibility *while* providing structural guidelines. This calls for a closer and better integration between policy and the counselling process.

Spain Synopsis
The presentation emphasized that it is important to set ideals that guide action, but these must be articulated in clear and simple terms. Clear messages need to be delivered to politicians who are not grounded in the technical complexities of practice. Three key elements of service are:

- personal development and improved self-knowledge;
- adaptation of students and workers to a changing world of work; and

- assistance with finding employment.

As we consider guidance via technology, we must not forget that guidance is a personal process in which human contact is integral. Career development is not yet institutionalized in Spain. There are no guidance departments in primary school. In secondary education and vocational training education, career development is starting to receive attention. Employment centres in Spain fall under the National Institute. Multiple government players exist, serving primarily the unemployed. Spain has been challenged to address multicultural and diversity issues in response to its large immigrant population.

Each country needs to develop its own career development approach. In the future,the International Association of Educational and Vocational Guidance (IAEVG) could play an important role by fostering comparative studies that shed light on the realities of different countries. There is also a need for increased collaboration between federal and regional players and for better training for career counsellors.

Rapporteur comments
In many countries, there is a lack of connection between the educational and employment authorities. This link needs to be strengthened considerably, especially in primary education. If we adhere to the belief that career development occurs across the life span, then an infusion of career guidance at the primary level is necessary.

Australia Synopsis

Australia shares many common issues with New Zealand and Canada. It has seven states, each fiercely independent and with vastly diverse delivery structures. The absence of a national career service has made progress toward national collaboration particularly challenging. Frequent government changes have limited continuity, as each new player represents a new start. The career field is composed of multiple professional associations rather than one industry group. Government prefers to deal with industry groups; thus it is difficult to establish a connection between government and career development professionals. There is a tension between the two key groups involved in service delivery: vocational education training and career providers. The fact that these two groups are interdependent has not been acknowledged. Many papers have been prepared regarding career services. There is a need now to focus attention on implementation.

The current political scene is characterized by economic growth, minor decreases in unemployment, slipping school retention rates and unacceptably high drop-out rates from higher education, apprenticeships and internships. The government response has included the establishment of school-to-work transition programs, school apprenticeship programs and an increased emphasis on literacy and numeracy. In the past, the government has paid insufficient attention to the area of career development. However, increasing numbers of people are understanding and recognizing the value of career development. Australia is developing a national career information Web site, is considering the adoption of The Real Game and may hold national forums to discuss career issues. Career services are available for the unemployed and for those in transition. In the future, there will be a need to focus on those youth who are falling through the cracks and to identify new ways to maximize outcomes for those who don't proceed to higher education.

Rapporteur comments
The Australian paper prompts several questions: What is best done internationally, nationally, regionally, locally? What co-ordination is needed? Information seems to be ideally managed at the national level to reduce duplication and enable mobility. What other areas call for national co-ordination?

United States Synopsis
Three levels of government influence the nature, structure and delivery of career counselling in the United States. Thus, there are many players at multiple levels. The delivery system is an unco-ordinated mosaic, decentralized and uneven despite attempts to co-ordinate services. Tension exists between the departments of Labour and Education. The U.S. Constitution stipulates that education is a state matter. However, federal legislation supports vocational/technical education, career services (through the *Workforce Investment Act*) and rehabilitation services. There has been considerable effort to develop comprehensive guidance programs from kindergarten to Grade 12. The National Career Development Association (NCDA) has focussed on accrediting career practitioners to improve the quality of services and enhance the competency of service providers.

In the United States, policy remains fragmented, developed for specific constituencies and not synthesized into a cohesive whole. Frequent changes in the political party in power result in little continuity; what one party initiates usually is not sustained by the next. As a result, it is difficult to evaluate the long-term impact of policies. There is a critical need for practitioners to inform policy by interacting directly with politicians. Career development services are, by nature, socio-political processes. They are shaped in substance and form by policy. The diversity that exists in legislation results in redundancy and regional disparity. For example, many constituencies are concerned with at-risk students. However, they do not work together. As a consequence, policy initiatives directed at the same issue are not rationalized. Three major issues need to be addressed.

- **De-politicalization.** We need to work with bipartisan groups to look at the value of career development.

- **Life-cycle approach.** We need to help politicians see the developmental nature of career development and articulate key outcomes for each phase of life.

- **Co-ordination and integration of services across settings and across government levels.** Specialists tend to be isolated as they function under diverse pieces of legislation. There are some encouraging efforts under way to distribute career services more evenly and equitably across the country.

Rapporteur comments
There is an enormous international intellectual debt owed to the United States. There has, however, been less emphasis on policy.

France Synopsis
In preparing the country paper, efforts were made to consult with the public service, employment services, universities and career experts. All but government/public service provided input. This lack of response is noteworthy.

France has complex systems, characterized by a lack of coherence and co-ordination. Provision of guidance services is managed at the state level. Many information and guidance centres exist in each city, providing free services to all. Staff members in these centres have traditionally been bureaucrats who benefit from supported training, generous incomes and a high degree of job security. The devolution of power to regions has introduced new structures and has resulted in staff who tend to be less thoroughly trained and poorly remunerated. There are three major challenges faced by France today:

- too many players and no national system to pull them together;
- lack of professional qualifications and certification of practitioners; and
- a need for improved supervision for professionals.

Rapporteur comments
The French system is sophisticated and highly professionalized. Many countries lack co-ordination since they have no national body or common framework. A paradox often exists in countries that have strongly professionalized and bureaucratized systems; these highly developed systems are often least amenable to meeting the changing needs of the labour market.

Open Discussion
The prevailing themes arising from the discussion that followed these presentations are summarized below:

- Training can be seen as a "quick fix." We need to be sure that we are providing solutions to the *right* problems and consider the cost of sending people down unnecessary tracks.
- It is important to compare the cost of sending a client for training with the cost of spending an extra half hour to attain a clear sense of client need and service goals (i.e., to get it right from the beginning).
- The importance of clarity regarding the presenting problem is relevant both to individual counselling and to policy development.
- It is important to demonstrate the cost-benefit of guidance and its potential to reduce unemployment.
- It is impossible to de-politicize career development. We can't prevent political interest in this area. It is worth considering, however, what elements of our field are apolitical.
- The focus, substance and form of guidance have changed in response to changing social conditions. Today, we are preoccupied with the impact of the global economy and international competition. Historically, every major event in guidance can be traced to a stimulus in the socio-economic conditions of the time.

Synopsis of Theme Presentation on Foundations of Theory

The publication *Change at Work*, by the National Policy Association, is recommended as a key resource in this area. Three answers are suggested to the question: What do policy makers need to attend to from theory?

- **Values.** Policy represents, through the commitment of funding, an expression of public values. We need to offer our values to policy makers to help shape the definition of problems. How we articulate our practice and define our field can significantly shape how policy develops. We need to remember that as a profession, we are focussed on the intersection between the person and society.
- **Theory.** In 1995, the United States had 160 work-force career development programs, administered across 15 agencies with 40 sub-departments. This delivery system needs a common framework. Super's life space theory offers a useful framework for consideration.
- **Research.** We have a tremendous knowledge base. We need to identify what we (as a community of experts) know for sure that we can take forward to policy makers. Fourteen key research conclusions derived from a literature review are outlined in the theme paper.

A key question to consider is: What are the real implications of transformations in the nature of work? If we agree that work is changing, then we must acknowledge that *our* work as career professionals is changing too. Forums, such as this one, offer an opportunity to define new models for today and tomorrow. In the past, we tried to "fit" people into positions. After WWII, we moved from a focus on *satisfactory workers* to a focus on *satisfied workers*. Today, occupations are virtually gone. As a result, interest inventories are generally invalid and "career" is fast becoming an obsolete term. Life/work is a more appropriate focus for today. We need to stop fitting people into jobs and start helping people fit work into their lives. Increasingly, we need to focus on meaning, values and self-efficacy.

Denmark Synopsis

The National Danish Council for Education and Vocational Guidance was consulted in preparing Denmark's paper. Through this one point of contact, it is possible to conduct a representative consultation of the entire career community. Service delivery is multi-faceted and highly decentralized. As a result, policy development is fragmented. The country is guided by a "consensus culture" and strong egalitarianism. The collaboration of all stakeholders has been emphasized in building a common policy framework for career development. The country's consensus culture ensures that those affected by policy are directly involved in its development. This decentralized system is like a quilt: It is possible to add new patches relatively easily, but it also risks ending up as incoherent patchwork. Denmark is trying to avoid this.

In Denmark, career education begins in Grade 1, with many people who have diverse levels of training involved in service provision. The field is filled with "barefoot counsellors" — para-professionals who are not adequately trained. Few practitioners in Denmark have graduate training. Professionalization is one of the main policy issues needing attention.

Another important issue for future consideration is "green guidance." What are the environmental implications of career choice? Youth ask moral questions about career choice. They want to know if they will be able to make a difference through their work and contribute to creating a better world. A deep interest is emerging regarding basic values of career counselling and ethical guidelines.

Rapporteur comments

The papers raise many questions. Many services in many countries are based in education. Is this a strength or weakness? Is a highly professionalized system a strength or a weakness? There is an emerging emphasis on the role of values in work — the ecological issue is an example. What implications does this have for practice? It's important to define work as part of life and as existing outside of formal economies.

The Netherlands Synopsis

In the Netherlands, career issues have been firmly rooted in the departments of Education and Labour. Many new issues are emerging, such as lifelong learning, employability, flexible work and refugee demands. These issues are putting pressure on departments such as Economic Affairs, Social Affairs and Internal Affairs, to get involved in the career area. This has created some problems, as our roots have become diffused, but it also has advanced the status of career development. Career development is on the political agenda and more widely recognized by the public.

There has been a return to fundamental theory development. A theoretical concept has been developed geared to expanding individual career competencies and providing a new way to understand work and occupations. The aim is to achieve a more process-oriented, lifelong and coherent approach to career development. A new view of work is seen as useful. It establishes a link between an individual's life theme (What sort of person am I in relation to others?) and work (What sort of work suits the sort of person I am?). This theoretical concept will be a base from which concrete resources and tools are produced.

In education, there have been many recent developments. The long-term impact of educational policy is difficult to assess, however, as policies tend to change before they are fully implemented. Individual schools are responsible for their own curriculum and staffing. There are guidelines, but they are not research based. National education reforms are under way as we move from knowledge-based to skills-based education. Every school must determine its own policy to respond to this shift. There is a general lack of co-ordination of roles and responsibilities in schools. External career services don't tend to understand the questions raised in schools and don't succeed in applying their knowledge to education. They tend not to act as change agents and avoid intervening in the policy, structure and culture of schools. A major initiative of the Ministry, with the National Centre for Career Issues, is under way to stimulate a powerful learning environment in the schools including an emphasis on careers education and guidance.

Rapporteur comments

The value of government investment in theory is worth considering. Very few countries have done this. There tends to be an element of "anti-intellectualism" in this field. If we are serious about our field, however, we must make such investments.

United Kingdom Synopsis

The U.K. paper represents the "official" ministry perspective. In the United Kingdom, the Guidance Council is the major body that represents all key stakeholders. While it functions independently from government, it also incorporates a political perspective. The purpose of the Council is to promote and advise quality guidance. It has three key missions:

- establish standards for practitioners and organizations;
- unlock the latent demand for guidance, determining how aware clients are of services, and increasing consumer awareness; and
- ensure that clear signposts exist to point clients toward needed services.

A continuum exists from information to career development. Quality standards developed by practitioners have been in operation for 18 months. These include standards for service organizations, commercial companies, youth-serving agencies and libraries. Government is now linking funding to adherence to these standards. There is, as a result, a demand for establishing an accreditation body.

Cost-benefit analyses have been undertaken to demonstrate the value of investment in career development. Major resources have been recently invested in adult guidance, linked to quality standards and intended to encourage lifelong learning. Work is under way to develop competency-based qualifications in guidance, and a registry of individual practitioners is being established. Individual learning accounts are being made available to individuals. Quantitative research, quality standards, an increase in customer focus, and the development and support of self-help services and methods are key issues.

Rapporteur comments

It is worth considering the value of individual guidance accounts. It raises the question: Who pays for guidance? The state? The individual? Employers? Perhaps it is worth exploring how all of these might come together on a co-investment basis. National co-ordination has been a topic running through several presentations, so it is worth considering to what extent career development can be co-ordinated nationally.

Germany Synopsis

We need to focus on *creating* careers instead of assembling them. At the Federal Labour Exchange, there has been an effort on identifying labour market needs. About five years ago, they realized that there wasn't enough paid work to go around. This realization led to the question: What do we offer those who cannot find paid work ? It also begs a broader definition of work.

Leo Netiodov postulated the theory of long waves, suggesting that five major waves of development have occurred since the Industrial Revolution. Each wave was in direct response to a societal need. We can look ahead to see hints of what the next wave might be after information technology. What is the biggest need in society? What innovation might bring the sixth wave? What employment opportunities will it produce? The next wave might very well be connected to health, both individual physical health and the health of our environment.

Issues needing to be addressed

- In Germany, there is one central authority for anything related to labour market. This authority has difficulty flexing with changing times. A 1997 evaluation indicated that youth were generally satisfied with career development services; adults were not. A key issue for adults was being provided with access only to existing labour market vacancies.

- There is an increasing split between production, productivity and employment. Information technology is unable to solve this problem.

- Companies are asking for workers who possess both technical competency and the ability to co-operate. Co-operative skills need to be better fostered by schools. People continue to leave school lacking the readiness and motivation for the work that awaits them.

- It is not only the world of work that is changing. In the past, our lives were constructed primarily around work and family. Family structures are disintegrating, and the lack of personal and family time are core factors today.

- There appears to be an emerging focus on values and on questioning the contribution made to society through work. There often is a lack of congruence between an individual's values and available work opportunities.

Rapporteur comments

It is interesting to consider the difference between the "official" ministerial perspective and "underground" perspectives. How do we adapt and change "the dinosaur" to move off in different directions? The German system is an example of one that was exceptionally well positioned to manage the challenges of the industrial system, but is struggling with how to adapt to today's challenges.

Open Discussion

The prevailing themes arising from the discussion that followed these presentations are summarized below, along with a synthesis of points made in the discussion.

Clear and accurate communication/marketing

- We need to market our programs both to policy makers and to clients in clear and accurate language. Those who need services the most tend to know about them the least. We also need to be solid in the information we espouse. What people say and believe about the labour market can influence reality. When we say that occupations are disappearing, for example, are we in fact making it true? Policy makers must be able to trust our information base. We need to build market awareness.

- A universally recognizable symbol for career services is worth exploring. In the tourist industry, there is the universal "i" icon. Wherever people see the icon, they know they can get tourist information and they know what sort of tourist information it will be. We need something that can serve as a signpost to the public that will tell people where they can get career services and what kind of service can be expected. This may be an avenue for finding common ground between policy and practice. It would force both policy makers and practitioners to describe what they value in simple language. We would need to develop a symbol that is easily recognizable and be able to describe services in easily understood terms. Then, of course, we will need to meet the expectations we have nurtured.

Avoid one-dimensional thinking

- Government funding of theory development is positive (as in the Netherlands), but we must be careful that this does not allow simplistic conclusions, for example expecting one theory to explain adequately everything related to counselling and career development. This could limit policy development and the scope of funding.

- We live in a pragmatic society that doesn't engage much in theoretical discourse. Those who develop policy often try to fit individuals into their box rather than trying to develop programs grounded in real needs.

- The sixth wave may be related to life/work balance. In China, financial crises and resultant cutbacks mean that individuals are now doing the work of three people and are working 16- hour days. We need to find ways to place more reasonable demands on workers and focus more on improved quality of life.

Report Back from Discussion Groups

The following comments summarize the salient points arising from small group discussions. They have been grouped into common themes.

Foundations - staying grounded

- **Holistic approach.** We need to embrace a *broad* career development perspective, considering a variety of life roles and key transition points at which people will need assistance. We need to build a common understanding, integrating education and labour, and consider its potential as a bridging concept with policy.

- We must maintain our **focus** on affirming human dignity and building client self-esteem.

- **Lateral thinking.** Can we build a developmental approach and actually teach it? We need to broaden our base beyond occupations and traditional assessment.

- The **values/ethics** of the profession must drive our communications as well as the need for clarity.

Training challenges

- Training for career practitioners was a recurring thread through these discussions The presence or absence of training opportunities in the following areas bears examination (i.e., marketing, communication, occupational research and theoretical discourse and theory development).

- The competencies of individuals and organizations to deliver guidance need to be clarified. Increasingly, funders will demand answers to the question of competency.

- Different training is needed for different roles. We need to construct, review and reform training and ensure that training is linked with the real world. Institutionalized training is needed; front-line training grounded in experience is also needed.

- Career development is a cross-curricular activity. If literacy and numeracy are driving the agenda, career may be lost. Training needs to include the flexibility to juggle many priorities.

- We need to develop a simple, clear description of career development that can be understood by clients and policy makers alike. We need to get down to the basic question of what quality career services give to people. We need to find language to describe career development that parents would understand. This is a training as well as a communications issue.

- We need to market what we do — upward, downward and laterally. How do we raise awareness and unlock the latent demand? We know that huge demand exists, but how do we connect and reach out to the demand market? This is also a training issue.

How do we influence government and policy makers to get things done?

- Finding the rights words is important.

- If we can secure high-level commitment in government, then we'll benefit from a trickle down effect.

- Policy makers now are interested in service delivery models and cost-benefit demonstrations. Making the practical links between our research and theory and policy development could provide leverage.

- We must consider the potential influence exerted by industry. In Germany, industry is a consumer of career services, but in the United States, industry is a participant.

- Career development must demonstrate that it offers solutions to real issues. Combatting social exclusion is one strong example.

- Anything related to policy must address linkages between education and labour. We tend to suffer from a lack of labour input.

- Governments must not adopt the concept of self-managed careers and individual career responsibility as an easy way out from providing career services. To prevent this, standards to evaluate self-managed interventions, core programs and services, and outreach services for those who cannot self-manage will be needed.

Issues/challenges that need to be addressed

- We need to address a broader definition of work. We need to be positioned to catch the next wave, and this will include new ways to define work.

- It is difficult for any individual country to fund research. We need to collaborate and co-ordinate our research efforts internationally.

- Green guidance is an emerging issue worth further exploration. How can we put this into practice?

- Research needs to focus on demand. What do consumers perceive, need and want? Shift from supply-driven research to demand-driven research.

- New partners are needed to expand our visions. These include futurists, economists, bankers, insurance companies as well as more labour involvement.

Rapporteur Summary

The issue of health and balance is fundamental. It is an interesting irony that our profession is equally mired in burnout and extreme work habits. In many ways, we are in a privileged position because we tend to derive satisfaction and meaning from our professional endeavours. This congruence in work means that, to a great extent, we function at the higher levels of Maslow's hierarchy. This is not true for many (perhaps most) workers. How do we address the massive needs of people in very diverse situations? For the most part, this group represents the world's most wealthy countries. Is career development an indulgence for the rich?

Values, individual self-management and political destabilization are key themes that emerged. Different political groups will push for different perspectives. How do we build identity and momentum? As we consider needs related to efficiency, economic competitiveness, equity and the green perspective, it's impòrtant to note that these have their own "baggage." Policy makers tend to be distrustful of practitioners because they are seen as inevitably self-interested. Practitioners sometimes view policy makers as a necessary evil that distracts them from their true passion. We each project our own bias and stereotype onto each other. Ultimately, however, we are all engaged in addressing the common purpose of meeting individual needs.

We need to bring the debate back to the level of the individual. Is our focus on societal values diverting attention from the individual? Therapeutic counselling in schools has been emphasized. Is this a response to the holistic needs of the individual or does it represent a highjacking of the issue by particular constituencies?

DAY 3

Background Note

Day 3 was structured around three key objectives:
- provide opportunities for participants to consolidate their observations and learn from the event;
- synthesize the input on ways in which countries can be resources to other countries; and
- arrive at an action plan that advances the goal of improving the policy-to-practice interface.

The process of Day 3 was as follows:
- observations/reflections of theme authors related to the theme of their paper and to policy-to-practice themes in general;
- rapporteur presentations bringing forward perceptions of frequently occurring themes and emerging points of consensus (This took the form of a draft statement of intent., i.e., a definitive statement of consensus arising from the meeting.);
- a "fishbowl" where selected policy people discussed key questions and provided an opportunity to hear policy perspectives; and
- working groups to review the statement of intent and achieve consensus on an action plan.

Observations from Theme Authors

The final day of the Symposium began with a brief synopsis of observations and impressions from the theme authors. The highlights are itemized below.

- The career development profession is verbally focussed. The words we use in our practice are important tools for self-definition. They become our labels. We need to be certain they make sense outside our profession. Do we, for example, need alternative terms for career counselling, career development, even the concept of career? What does "employability" mean in contemporary terms? What about terms such as "work-based learning?" For whom are we engaging the terms? Our clients? Policy makers? Researchers? Parents? Perhaps we need to consider using differentiated terminology for different groups and different outcomes.

- We need to develop marketing plans to sell ourselves to policy makers and others. We need a simple, clear description of career development. What do we do? We need to develop an executive summary of what we know for sure about career development.
- We need to complete an executive summary of research and create a 10-page booklet that includes empirically validated ideas and programs. We need to demonstrate that we are grounded and scientific.
- We need to be clear about the intended audiences for these executive summaries, and perhaps we will need several versions to communicate with our various audiences.
- Career practitioners do not understand policy. It is under-emphasized and not taught in training programs. Thus, it is difficult to expect career development practitioners to intervene directly in policy development. Attention is needed to define what practitioners need to know and also the training implications.
- We need to understand learning organizations and make the connection for students that their work in schools is career relevant.
- We need to work on securing legislative funding and provincial support for quality.
- We need to solve real problems and be seen to solve real problems.
- We traditionally have viewed employers as consumers rather than participants. What do we mean by employer participation? How do we foster the participation of employers in initiatives such as on-the-job training, apprenticeship and coaching?
- There are several items that need to receive prominence on the research agenda.
    - Policy research must become a higher priority.
    - We need to switch our research emphasis from supply to demand. Expectations of our clients for our services are not well understood. How and for whom are our services designed? We might, for example, ask 1,000 youth what they want in the domain of career guidance, complete data collection and qualitative analysis, and use the results to develop new ways of doing business.
    - Consumer research should include collecting profiles of new workers to see if our current models are adequate to deal with the resulting profiles.

  - What occupations are affected by the changing nature of work? We need to focus research on the lower socio-economic groups and their work and lived experiences. Is career development for all or a luxury service? This is an issue we must keep in focus.
  - We need flexibility in policy, not a one-size fits-all approach.
  - Another follow-up route is to collaborate with IAEVG and support them in their continued policy work.

- Technology is being increasingly used to meet service needs. Making careful links between technology, levels of service and career development outcomes is critical. The levels of service provided should always be the result of dialogue with the client. We must not over-emphasize technology. If technology is being treated as the answer we must be sure we know the question.

Rapporteur Presentation

Based on the discussions of the previous two days, a draft statement of intent was prepared and circulated to participants for comment and suggestions. There was a brief period of open discussion, and participants had until mid-afternoon to make specific suggestions for how the draft needed to change in order for them to be comfortable with it. All comments were incorporated into the final version of the statement of intent, which was again validated with participants at the end of the meeting.

Policy Fishbowl

The policy fishbowl was intended to provide a glimpse of the way in which policy makers think about issues and to help the professional community understand better the types of issues that policy makers consider important. The policy fishbowl proceeded uninterrupted for about one hour, and was followed by a general question period. The policy makers were asked to consider three questions.

- As policy people, what stood out for you in the last two days?

- What do you need to hear from practitioners to take them seriously?

- What is your general sense of how naïve we (the professional community) are in terms of policy? What don't we get?

The discussion was rich and challenging to summarize. The comments have been grouped, as far as possible, into prevailing themes and are summarized below.

It is important to build a bridge between policy and practice.

- Practitioners need to give more thought to the process of communicating with policy makers. Government bureaucrats are still seen as intimidating people. We need to get over that perception and use our counselling skills for communications and negotiations with policy makers.

- Networking is the key to building bridges between practitioners and policy makers. Relationships with policy makers should not occur just at times of crisis when there is a funding need. We must maintain a continuous flow of information.

- There is a need for formal relationships with those in positions of decision-making authority so there is a long-term investment by both parties.

- Practitioners need to find a way to reach politicians in a non-confrontational manner. Bring politicians "solutions," not problems.

- Consider that practitioners are thinkers who can guide our field, and policy people are those with the authority and power to make a difference.

People need to be more clear about how they define policy makers.
The bottom line is that policy makers are:
- the people with the money;
- the decision makers, the people with the power; and
- power can come from legislation or from holding the purse strings.

Practitioners need to find out who the policy makers are listening to and what messages they seem to hear.
- From a policy perspective, the consumers need to be viewed as "the public," not just those who use career development services. Government listens to "the public."

- There is a need to understand what the public wants and needs.

- Groups that get the ear and commitment of the government do not always represent the best or most worthy causes.

- Practitioners need to articulate clearly their needs and back up their case with research.

Practitioners need to understand that they should be developing career development policy, not leaving it to the policy makers.
- Practitioners should do an analysis of what policy areas they want government to address and tell them what they want that policy to look like.

- Policy makers and the public will use our words (i.e., the words we want them to use), if we coach them to do so.

Practitioners need to rethink how they view outcomes.
The policy in math instruction focusses on student learning, not on how math is taught. Similarly, in career development, the focus should be on outcomes of service, not only on service delivery. Ask the question: What policy outcomes are important? *not* How should these outcomes be achieved?

The role of the press in influencing policy makers is huge.
The first thing that politicians do each morning is have a press briefing. As a profession, we are silent and not evident in the media.

- We need a "killer" fact sheet, a one-page document that communicates the profession in a clear and compelling manner.

- To get there, we need a backgrounder paper looking at what we know can be accomplished through the career development profession.

The advantage of the career development field is that it is relatively apolitical and can be positioned within the broad spectrum of political viewpoints. This is not true of all domains.

The next symposium theme could be entitled Politics, Policy and Power.

Process Note

Following the policy fishbowl, participants spent some time individually generating possible areas for follow-up action. These were laid out in a central spot in the meeting room, then grouped into thematic clusters by the facilitators. Participants were then assembled and the thematic clusters were validated with the group. Following this, participants self-selected into groups to develop action steps that would be needed to accomplish a meaningful step forward. The groups reported back in plenary, and an action plan was synthesized from the group reports. All participants were invited to be part of any of the steps identified in the action plan. Thus, there was a sense of shared ownership for the resulting plan.

Rapporteur Comments

The statement of intent has been revised, trying to incorporate as many suggestions as possible in a meaningful way. A more complete commentary paper will be produced as well, outlining the observations and conclusions derived from the Symposium. (See Chapter 21.)

The follow-up plans look exciting and could result in major impact in our field. The Canadian Career Development Foundation (CCDF) has done a brilliant job in organizing this meeting and should be the driving force behind co-ordinating the follow-up. It will be useful also to link with IAEVG in our follow-up activities. The plan for a follow-up meeting in Vancouver in 2001 is one we can all look forward to. In preparing for that meeting, we need to explore how we can involve other countries in future meetings and which other countries should be included.

On a personal level, this meeting has been the most powerful international event ever experienced in my professional career. If we can follow up, it could be the beginning of significant change.

Closing

The symposium ended with a series of planned and spontaneous thank you comments. The facilitators thanked the translators, technicians and the CCDF staff for their planning, co-ordination and on-site attention to details. They thanked the theme authors (Ed Herr, Marcus Offer, Norm Amundson and Mark Savickas), the rapporteur (Tony Watts) and Phil Jarvis, who helped with the facilitation of the small group discussions. Profuse thanks were given to the delegates, for their commitment, tolerance of language, sharing of expertise and willingness to flex with the air time limitations. Finally, thanks were extended to Human Resources Development Canada for funding the co-ordination of the Symposium. Several participants extended thanks to the Steering Committee for its vision in seeing the potential for the Symposium and their work in planning the event, and to the meeting facilitators (Lynne Bezanson and Bryan Hiebert) for their sensitivity to the needs of participants and their ability to balance the need to stay focussed with the importance of flexing to accommodate the flow of the meeting. There was firm resolve to meet again in two years to review progress, renew conviction and extend international collaboration for national action.

23. STATEMENT OF INTENT

Statement of Intent

1. We believe global social and economic transformations are taking place that require all individuals to manage their career development. This now needs to be redefined to describe individuals' development in learning and work throughout life.

2. This transformation has massive implications for individuals, employers and communities, and for public policy. The nature of these implications is not yet widely understood.

3. Many individuals will need and want support at key strategic points in managing their career development. Such support needs to be available to all, as and when required, throughout life. A substantial expansion of this support is needed, along with innovation in developing new forms of support (including exploiting the potential of information and communication technologies).

4. The availability and quality of programs and services to support individual career development will, in future, have a significant impact on:
   - economic efficiency, including countries' economic productivity and competitiveness; and
   - social equity, including avoidance of social exclusion.

   Such support is, accordingly, a public good as well as a private good. Its provision is a high-priority issue for public policy.

5. The nature and structure of career development support are likely to vary among countries, in terms of the balance and relationship:
   - between education-based, employment-based and community-based services;
   - between professional career development services, services which are part of wider provision, self-managed services and informal support;
   - between services in the public, voluntary and private sectors;
   - between choices relating to education, training and non-formal learning, and to employment, self-employment and work in the informal (including household and communal) economies; and
   - between the processes of information, advice, assessment, counselling, coaching, teaching, advocacy and placement.

In most countries, the balance and relationship of existing provision in all these respects need to be radically reviewed if the new challenges are to be met.

6. If support is to be provided of a scale and quality to meet the new challenges, much closer links are needed between policy makers and career development practitioners. Neither can perform their role in meeting the challenges without the support of the other.

7. To develop such links, change is required on both sides:
   - policy makers need to develop a deeper understanding of the nature of career development work; and
   - practitioners need to develop a deeper understanding of the ways in which policy is developed and implemented.

   Both sides need to take responsibility for initiating and sustaining this dialogue.

8. Structures and processes are needed which will bring together career development practitioners (from all relevant sectors) with policy makers and other stakeholder interests (employers, unions, education and training organizations, community organizations, consumer groups) to address tasks of common concern.

9. These tasks include:
   - developing a common language and understanding;
   - strategic planning;
   - developing and implementing quality standards, and accountability/performance measures, both for practitioner competence and for organizational delivery;
   - fostering partnership and coherence;
   - promoting public understanding of the nature and significance of career development programs and services; and
   - ensuring that all career development provision is addressed to meeting the needs of individuals.

10 The nature of these structures and processes, and the extent to which they will operate at national, regional and local levels, will vary among countries.

11 Since the issue of career development is now of global significance, and is linked to global movement of people and resources, stronger structures and processes are needed at international level to:
   - share experience and good practice relating to policy, innovation, research and career development practice;
   - harness the support of international organizations; and
   - support equality of opportunity across nations.

APPENDICES

Appendix A: List of Participants 327

Appendix B: Inventory of International Career Development Resources 329

Appendix C: Contact Information for Participants 338

APPENDIX A: LIST OF PARTICIPANTS

Co-ordinating Committee

- Lynne Bezanson (Canada)
- Sareena Hopkins (Canada)
- Stu Conger (Canada)
- Bryan Hiebert (Canada)
- Lester Oakes (New Zealand)
- Tony Watts (United Kingdom)

Theme Paper Authors

- Norm Amundson (Canada)
- Edwin Herr (United States of America)
- Marcus Offer (United Kingdom)
- Mark Savickas (United States of America)

Delegates (Listed alphabetically by country)

Argentina

- Diana Aisenson
- Raquel C. Migone de Faletty

Australia

- Colin McCowan
- Elizabeth Mountain

Canada

- Cal Stotyn
- Aryeh Gitterman
- Don DeJong
- Edwidge Desjardins

China

- Louisa Li

Denmark

- Peter Plant

Finland

- Heli Piikkila
- Pentti Sinisalo
- Jussi Onnismaa

France
- Jean Guichard

Germany
- Hubert Haas

Ireland
- John McCarthy
- Breeda T. Coyle

Netherlands
- Annemarie Oomen
- J.A.M. de Vos
- Dorothée de Wilde

New Zealand
- Lester Oakes
- Jane von Dadelszen

Spain
- Elvira Repetto
- Javier Munoz

United Kingdom
- Rodney Buse
- Valerie Bayliss
- John Harradence
- Marcus Bell

United States
- Juliet V. Miller
- Juliette Lester
- Garry Walz
- Mark Pope
- Spencer Niles
- Norm Gysbers

Small Group Facilitators
- Phil Jarvis
- Susan Kowal
- Elaine O'Reilly

APPENDIX B: INVENTORY OF INTERNATIONAL CAREER DEVELOPMENT RESOURCES

The following resources have been identified by symposium participants as being available for sharing with the international community. The contact person is identified for each resource listed. The contact information can be found in Appendix C.

Argentina
Contact Diana Aisenson re:

- Planning for community programs (e.g., in high schools) and approaches for working with groups.

Australia
Contact Colin McCowan re:

- *National Advisory System Report.*
- *National Career Education Curriculum Framework.*
- *Australian Journal of Career Development.*
- *National Framework of Competencies for Career Advisors* (1992).
- *Career Education - Australia Policy and Practice.*

Contact: Elizabeth Mountain re:

- Job Guide Products on Internet, desk and book format <www.jobguideonline.detya.gov.au> (lists/describes 600 jobs, personal attributes and education and training pathways).
- OZJAC - Australian Job and Course Explorer on CD ROM - about 10,000 entries.
- EDNA (Educational Network Australia) — Large Internet site with huge range of educational resources, regularly updated.

Canada
Web sites:

- Career Explorer <www.cx.bridges.com>.
- WorkInfoNet Partnership <www.workinfonet.ca>.
- WorkSearch <www.worksearch.gc.ca>.
- Counsellor Resource Centre <http://crccanada.org>.

Contact Norm Amundson re:

- Needs assessment program (Starting Points).
- Group counselling methods.
- Parent involved career exploration (parents as observers).
- Innovative counselling methods (Active Engagement).
- Innovative counselling supervision methods.

- Cross-cultural methods (First Nations, Asian).
- *Journal of Employment Counseling.*

Contact Edwidge Desjardins re:

- Undergraduate programs in career development.
- Essential skills research project.
- A taxonomy of basic skills required by occupational groupings. Can be used to enhance kindergarten to Grade 12 workplace relevance or demonstrate kindergarten through Grade 12 relevance.

Contact Aryeh Gitterman re:

- *Choices into Action*, policy documents describing requirements for guidance and career education in elementary and secondary schools.
- Curriculum documents describing student outcomes in guidance and career education in secondary schools.
- Annual Education Plan for students grades 7 to 12.
- Job Connect, community-based delivery system to provide employment counselling to out-of-school and out-of-work youth and adults.
- Career Gateway, Internet-based career and labour market information system.

Contact Bryan Hiebert re:

- National standards for career development (practitioner guidelines).
- Four universities developing an inter-university master's degree in counselling (Campus Alberta).
- Counsellor Resource Centre (a Web site for counsellor self-care).

Contact Lynne Bezanson, Canadian Career Development Foundation re:

- Template for organizing basic level of career development services for adults with an accountability framework and data gathering evaluation tools.
- *A Seeker's Storybook: Stories to guide the quest for meaningful work,* a storybook for job seekers and meaning seekers.
- Self-instructional workbooks for individual and agency use to build quality services, employment counselling policies, selecting and assessing programs, evaluating services.

Contact Sareena Hopkins, the Canadian Career Development Foundation re:

- Career Clearinghouse resources.
- Training programs (Building Better Career Futures and The Leading Edge).
- Workbooks for policy and evaluation.
- Youth Initiatives — network resources and training for all community-based youth agencies.

Contact Phil Jarvis re:

- Career and labour market information newspapers.
- Career Resources Searchable Data Base.
- The Real Game series.
- *The Edge* (magazine for students and employment-bound youth).
- Career Explorer (Internet resource).
- Career TV.
- Blueprint for Life/Work Designs.

Contact Cal Stotyn re:

- National Occupational Classification (NOC) system and Career Handbook (paper and on-line).
- Kindergarten to Grade 12 curriculum resources.
- Building Your Work Skills in School (mini workshops for grades 7 and 8).
- *Realm/Sphere* magazine (for youth 18 to 30) and Webzine.
- *Edge/Contact Avenir* magazine and Webzine for youth 13 to 17.
- Youth entrepreneur materials.
- Competencies for being enterprising/being entrepreneurial e.g., Catching the wave.
- Industry sector-specific career information products.
- Developing career television programs using various formats.
- Variety of on-line resources.
- WorkInfoNet (partnership module and Internet gateway).
- Essential skills research project and Internet data base, and resources available under development.

China

Contact Louisa Li re:

- Our experience in bringing schools, universities, government departments and employers together.
- Our experience in influencing graduate placement in Mainland China.
- Our experience, as a careers centre, in influencing university teaching methods and policy.
- Working with academics, involving faculties and teaching departments to take on careers development programs.
- Careers education and placement in universities.

Denmark

Contact Peter Plant re:

- Individual career development: personal action planning e.g., Open Youth Education.
- Involvement of all social partners in career development policy making including career counsellors themselves.

- Richness in the development of career development materials (books, videos, OHPS, computer programs and integrated across media).
- Common overarching career development legislation: Danish National Council for Career Development (RUE).
- Eurocounsel An Action Research Program on Counselling and Long-Term Unemployment: European Foundation for the Improvement of Living and Working Conditions has produced reports and publications.

Finland

Contact: Asta Kurhila re:

- Personal Study Plans/Programs.

Contact Jussi Önnismaa re:

- A professionalized counsellor group.
- Employment profiles.
- Theories and practices in adult counselling.

Contact Heli Piikkila re:

- *Business and Education Working Together - the Finnish Way to Do It.*
- School counsellors associations network among policy makers and collaboration.

Contact Pentti Sinisalo re:

- Counsellor training starting centre for counselling research and training at the university of Joensuu.

France

Contact Jean Guichard re:

- L'Orientation scolaire et professionelle. Association des Conseillers d'Orientation Psychologue de France (publie en journal: *Question d'Orientation*)
- INETOP-ORIENTATIONS Communications letter (free), in French, activities of the Institut National d'Etudes du travail et d'Orientation Professionelle.
- <http://www2.cnam.fr> (information on the Institut and INETOP).

Germany

Contact Hubert Haas re:

- How to organize apprenticeships.
- How to introduce handicapped citizens to the world of work.
- How to create meaningful satisfactory work outside the employment system.
- How to create initiatives composed of co-operating companies to offer a wider range of qualifications to trainees.

Ireland

Contact Breeda Coyle re:

- Institute of Guidance Counsellors: Experience of organization and lobbying by a professional organization.

Contact John McCarthy re:

- National Centre for Guidance in Education; support and development agency to develop policy, strategic planning, practitioner support for guidance in all areas of education.
- Specialist agency interests: school guidance planning, whole school planning, training of guidance counsellors (professional and para professional).
- Development of models of guidance practice for adults in education, including literacy problems and young people at risk in second chance schools and who have dropped out.
- Quality standards in guidance practice and guidelines for practice in all sectors of education.
- Use of ICT for guidance practice and as a resource centre for practitioners.
- Raising guidance standards in Europe through international collaborative projects and exchange of personnel.
- Publications, especially professional support materials for guidance counsellors.
- Research, establishing baseline data in guidance practice, including consumer and stakeholder perspectives.

The Netherlands

Contact LCD (National Centre for Careers Issues) re:

- New perspectives on work offers people a wide range of opportunities for linking their interests, abilities, values and experiences with work, leisure, social work and using this as a basis for organizing their careers. Keywords: flexible, creative, multicultural orientation. Source instrument for ICI products, publications.
- Total concept for a multi-functional data base, containing information about training, occupations, jobs, labour market, research, Internet, developing CD-ROMs, orientation on the world of work, orientation in the case of mobility.
- Key publication: *Lifelong Career: a Matter of Meaning*, a new approach to the orientation process in a constantly changing society.
- Developing and implementing a total concept and approach to career guidance regarding the labour market and education (helicopter view).
- Developing quality standards.

Contact Annemarie Oomen (National Centre for School Improvement) re:

- Innovation and implementation of educational reforms connected to career work, nationally and internationally.

- Implementation of career education and guidance in secondary education (in decentralized and central policy countries) on policy, structure, systems and culture in schools.
- Compare career work in different countries using a model that connects organizational and educational systems, career theories, environmental features.
- International, national, local and site-report (e.g., consultancy, training, courses, coaching) to school board, headmasters, tutors, subject teachers career educators.
- Experiences in large numbers of secondary schools able to make school policy regarding support for career work, (consultancy, training, coaching, courses).
- Instrument to identify adequate support and strategy for implementing in any secondary school (headmaster, board, class tutor, subject teacher, career teacher). Who to involve where and how?
- Instrument and interactive procedure to evaluate career work in secondary schools.

New Zealand

Contact Jane von Dadelszen re:

- Policy framework integrated with wider post-school policy.

Contact Lester Oakes re:

- KiwiCareers, an integrated Internet information system.
- Working with local indigenous people (Maori).
- Commercial sales and marketing of Career Services.
- Working with long-term unemployed via other government agencies.

Spain

Contact Javier Munoz re:

- Programmes de Garantie Sociale, (education and work programs for 16 to 21 year olds who abandon the established education systems).

Contact Elvira Repetto re publications:

- *Tasks and Training of European Counsellors* (Madrid, UNED, 1999).
- *New Skills for New Futures* (Bruselles, Fedora, 1998).
- *Guidance and Psycho Pedogogical Interventions* (Orientacion y Intervencion Psico pedogogica) (MADRID, UNED, 1998).
- *Your Career: Career Eduation Program.*
- *Journal of Guidance and Psycho-Pedogogy.*
- *Tu Futura Profesional: Programa de Educacion para la Carrere.*

United Kingdom

Contact Marcus Bell re:

- Facilitating partnerships for the delivery of local guidance provision.

- Providing suitable information, advice and guidance services for socially disadvantaged adults.

Contact Rodney Buse re:

- Guidance Council for the United Kingdom.
- Quality standards for accreditation of guidance providers.
- Market research on client understanding of the role of guidance.

Contact John Harradence re:

- Evaluating the impact of career development interventions.
- Competence based standards for guidance counsellors.
- Delivery of guidance services through contracted providers.
- Adapting and piloting The Real Game series in the United Kingdom.
- Career development provisions for socially marginalized individuals.
- Assessment of guidance user employability.

Contact Marcus Offer re:

- Resources pertaining to the application of information technology to guidance practice.
- Web-based system to help clients or students identify the level of service they need, the stage in the guidance cycle they are at and the resources that are appropriate for them.
- Training programs in the application of personal construct psychology to guidance practice.

United States

Contact Norm Gysbers re:

- Guidance program development implementation and evaluation; the nature, content, structure and evaluation of guidance.
- Career counselling process and outcomes.
- Career counselling techniques and research on outcomes.

Contact Edwin Herr, re:

- Course material/syllabus for course on career counselling.

Contact Juliette Lester re:

- National Career Development Guidelines for students and counsellors.
- Real Game Series (developed in partnership with Canada).
- Career Development Facilitator Training Program.
- Core competencies for adults working in adult settings with professional associations in the United States.
- International Career Development Library (Internet library developed in partnership with ERIC/CASS).
- Improve Career Decision Making Training Program (using labour market information).

- Employee Career Development Program.
- Workforce in Transition Program.
- Corrections Program (using Career Development Training Program).
- Organizational issues relative to co-ordinating departments, agencies, for occupational information and career development.

Contact Julie Miller re:

- National Career Development Association (NCDA, Web site: <http://ncda.org>).
- *Career Counselling Case Book.*
- *Using the Internet in Career Services.*
- *Guidelines for Career Information, Videos, Software.*
- NCDA ethical guidelines for providing career services via the Internet.
- "Consumer Guidelines to Career Services," position paper.
- Career development facilitator curriculum (print and Internet versions).
- Fourth Gallup Survey of Career Needs of Adults in USA (in progress).

Contact Spencer Niles re:

- Counselor Education Program at the University of Virginia, Charlottesville, Virginia.
- Career counsellor training.
- *Career Development Quarterly.*

Contact Mark Pope re:

- Council on Workforce and Career Development Organizations.
- *Experiential Activities For Teaching And Facilitating Career Groups.*
- Web site (NCDA.org).
- Multicultural career counselling.
- *Global Career Resources: an International Newsletter* <RCAREER@aol.com>.

Contact Mark Savickas re:

- The Society for Vocational Psychology (hosts a conference every year and publishes a book based on each conference).
- *Journal of Career Assessment.*
- *Journal of Career Development.*
- *Journal of Vocational Behavior.*

Contact Garry Walz re:

- Ability to access and contribute to ERIC/CASS resources.
- International Career Development Library (Internet library developed in partnership with NOICC).
- Technology in counselling.

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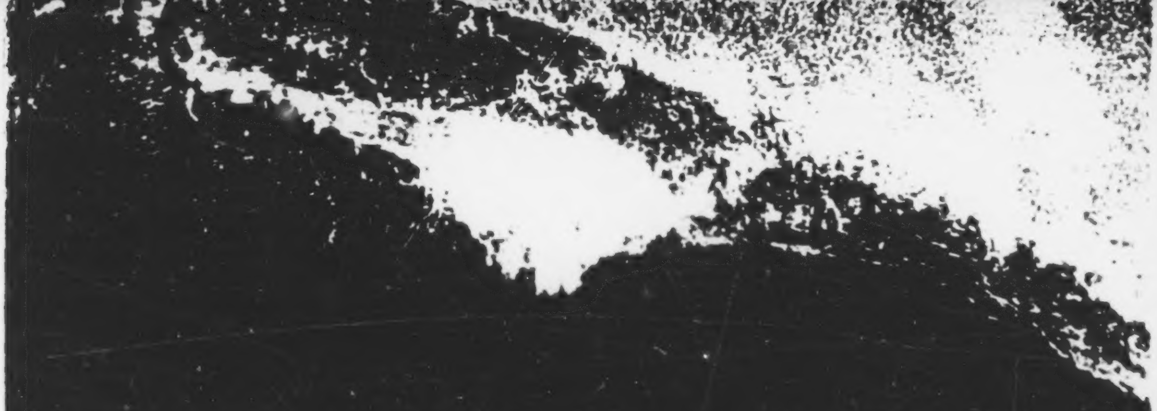

"On a personal level, this meeting has been the most powerful international event ever experienced in my professional career. If we can follow up, it could be the beginning of significant change."

Tony Watts, United Kingdom

"The recognition that policy makers need hard nosed input from careers professionals, if the political, economic and social agenda of the careers industry is to be progressed, was an important outcome."

Elizabeth Mountain, Australia

"The Symposium reminded us that theory, research and practice, without a firm connection to public policy, are parochial and self-serving."

Norm Gysbers, U.S.A.

"Ever been on the Mount Everest of Careers Guidance innovation? I was! I found overviews of practice, theory and policy. I discovered an unexpected readiness to share perspectives, experiences and know how."

Annemarie Oomen, The Netherlands

"This was the best gathering that I never wanted to attend! Contrary to my initial apprehensions, the mix of career policy with theory and practical applications led to some new learnings and some truly magical moments. It has been said that there is nothing so practical as a good theory. I now realize that this also applies to policy development."

Norm Amundson, Canada

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